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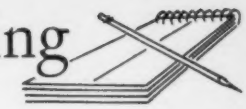
Worth Noting



OFF AND RUNNING: Final staff work completed, Executive Order 10988 on Employee-Management Cooperation was placed in effect July 1, on schedule. Proposed standards of conduct for employee organizations and a code of fair practices have been drafted and are being reviewed by representatives of Federal agencies and employee organizations before being submitted to the President. It is contemplated that the approved standards and code would become effective January 1, 1963. The standards of conduct would place the obligation for ethical conduct on the employee organizations themselves, through their adoption of principles designed to insure maintenance of internal democratic procedures and practices, financial integrity, and freedom from Communist, totalitarian, and corrupt influences. The code of fair practices would establish basic ground rules governing the relationships between employee organizations and agency management. Well before the July 1 deadline, most departments and agencies had issued internal policy instructions to govern their employee-management relations programs, and many had resolved questions relating to recognition. Acknowledging a progress report submitted by the Secretary of Labor, President Kennedy said in late spring: "I appreciate that in any new program such as this one there will be problems of adjustment and transition that must be met. I am confident that they can be resolved satisfactorily and that progress will continue to be achieved in establishing the best possible relationship between the Federal Government and its employees."

COMPETITION FOR QUALITY: President Kennedy has approved a report submitted by the Federal Council for Science and Technology on steps which should be taken to insure that Government has within its own ranks the high competence required to carry out its many research and development programs. The study, entitled "The Competition for Quality," concludes that Government must initiate vigorous remedial measures to recruit and retain scientists and engineers of superior quality and to maintain their high professional stature.

LINE IS HELD: Premium rates for the Government-wide Service Benefit and Indemnity Benefit insurance plans will not be increased for the contract year beginning November 1, but a few of the other 35 plans may require premium rate increases. Next "open season" is planned for late 1963, probably in the autumn.

FOR IMPROVED EFFICIENCY: CSC's former Test Development and Occupational Research Section has been reorganized and redesignated as the Personnel Measurement Research and Development Center. Two main purposes will be served: A greater concentration of staff

(Continued—See Inside Back Cover.)

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Personnel means People, but—

DON'T THROW AWAY THE BOOK

by DONALD R. HARVEY, *Director*
Bureau of Recruiting and Examining
U.S. Civil Service Commission

NOT LONG AGO I had a telephone call from a highly placed official of a Federal agency, asking if I could do anything to clear up the logjam that seemed to surround a particular case. The problem, as presented, was that the case had been hung up for weeks; they were about to lose the man; the program would be seriously jeopardized; everyone in the agency from the administrator on down was critical of the stupid process (the competitive examining process) that would allow such a thing to happen.

We have learned by experience to defer a verdict while we go after the facts. In this case I found that the man being sought was highly qualified. The only thing wrong was that the agency personnel office, in submitting its request to the Civil Service examiners, had given no indication whatsoever of the nature of the position to be filled or the specialized background needed. Had this been done, there would have been no need for delay.

This is not just an isolated story. Similar things happen day after day. With disturbing frequency I receive a call from some high-level office of an agency concerning a case that is supposedly pending with the Civil Service Commission, only to find that it has not yet left the agency's personnel office. You can imagine how the manager feels toward his personnel office when I have to report that fact.

Let me give you another recent example. An agency with a nationwide field program extremely important to the public welfare sought my advice concerning its general recruiting problems. The story was that the agency's regional offices had reported to the administrator that they were unable to meet staffing objectives to get a program off the ground "because of civil service registers filled with incompetents at the top." This is an allegation we always investigate, so I asked for full facts concerning the size of the recruiting program, the seriousness of the delays, the kind and location of the registers at fault, the grade levels, etc. But they had no specifics—only generalities.

I then asked for a survey of the actual recruiting situation in the agency, preliminary to a meeting at which we would attempt to analyze the problem and come up with solutions. About 3 weeks later I had a call from the agency representative saying, "We have made the survey requested, and will you forget you ever heard of me? We don't have any problem. We find that we actually haven't been requesting certificates of eligibles."

(Continued—See BOOK, page 31, col. 2.)

The tests confronting Government in the field of management are hard and exacting, and will become even more so in the years that stretch ahead.

Management in the Federal Government

by DAVID E. BELL, *Director*
Bureau of the Budget

IN THESE DAYS when much is being said—in my opinion quite incorrectly—about the supposed differences which set Government and business apart from each other, it may be of special interest to note the similarities which are to be seen in the way both kinds of enterprise approach the job of management.

The two fundamental questions of management that concern the top officials in any enterprise, whether it be a corporation, a university, or a government, are first, what shall the enterprise attempt to do, and second, having decided what is to be done, how can it be accomplished with maximum efficiency and minimum cost. In the Federal Government, these two questions are constantly before the President, the Congress, and managers at all levels in the departments and agencies.

But to say that these questions run to the core of our public policy is not the same as saying that we answer them as well as we should. This is the precise concern which caused the Senate Committee on Government Operations to embark 2 years ago on its important study of our national policy machinery under the leadership of Senator Henry Jackson. Senator Jackson's Subcommittee went to work systematically, putting to each prominent witness these questions: What is the present structure for formulating, coordinating, and implementing national policy? What is it supposed to accomplish? Is it doing it? In what areas are there grave shortcomings? Why is this the case? What improvements should be made?

From this inquiry there emerged much information that proved useful to the new administration of President Kennedy. Impressed by evidence of the existence of cumbersome deliberative machinery which served to obscure rather than illuminate alternatives and issues, the President moved quickly to eliminate many interdepartmental committees, to simplify the operations of the Cabinet and the National Security Council, to remove nonessential staff activities from the immediate White House Office, and to focus policy responsibility clearly in individuals. As a consequence, the President today is closer to the theaters of operations of the Federal Government than was the case in the past, and better informed from day to day.

Nevertheless, we cannot assume that because the President acted to improve the machinery of policy-making at his own level, enough has been done to follow through at the department and agency levels. It would be a highly useful procedure, in my judgment, if each department and agency were to undertake self-examinations of their procedures for policy formulation and planning, using as a catechism the questions evolved by the Jackson Subcommittee. The results might be very illuminating.

I

IF OUR FIRST TASK is to decide on the nature and scale of governmental activity, then we should search for means to make the decision-making process as ra-

tional as possible. To make decisions about what Government should do is inherently difficult. It involves value judgments and the clash of conflicting interests and priorities. The procedures of the Congress are involved as well as those of the executive branch—but that is another subject.

There is encouraging evidence that within the executive branch we are making some useful improvements in the decision-making process. Two illustrations seem to me to be especially significant and promising.

The first is in the field of defense. With the changes that are underway in defense technology and the nature of warfare, the old basis for planning and budgeting for an army, a navy, and an air force is no longer sufficient. Secretary McNamara has therefore instituted a system for planning and budgeting by mission or purpose. Under this system all the forces, from whatever service, that are related to the same purpose, are considered together. Thus the Navy ballistic missiles, in the Polaris system, and the Air Force ballistic missiles, in the Minuteman system, will be looked at as part of our overall strategic war forces, and fitted together into common plans and budgets. This change should permit the Defense Department, the President, the Congress, and all others concerned, to make better decisions about the size and composition of the defense program.

A second change is our attempt to emulate businessmen and others in private life and build more long-term planning into governmental activities. Long-term planning is an underdeveloped art for many areas of Government activity, although it is a highly sophisticated process in private business. The national interest cannot afford this state of affairs. Rational decision-making presupposes a habit and capability for looking ahead and preparing for what may come. Time can be a vital national resource for us, if we will learn to make better use of it.

Just as businessmen anticipate changes in consumer preferences, price and wage movements, and technology, by the same token Government can and should make projections of economic growth under a variety of assumptions as to innovation, investment, and the development of new resources and human skills. It can and should try to anticipate the changes in patterns of trade; finance, and the balance of payments as the configurations of the world's economy are altered by the emergence of new nations. It can and should lay out orderly programs for governmental investment and services over a period of years into the future, so that judgments on relative priorities can be made with a clear understanding of the future consequences of present choices.

Still, we find that while some Federal departments and agencies have developed good programs for advance planning, most have not. The Bureau of the Budget has therefore urged on all departments and agencies the importance of increasing their ability to make useful forward plans and programs. Only good can follow from improvements in our capacity to make wise decisions as to the desirable scope, character, and timing of Federal activities.

II

THE SECOND MAIN QUESTION of management, in Government or outside it, is no simpler to deal with. Having decided what should be undertaken, how can it be done with the greatest efficiency and at minimum cost? If you ask this question about the Federal Government, you come up against some massive problems. We employ 5 million people, half in uniform, half civilian. Our activities are conducted by a score of major units and twoscore smaller ones. The Federal Government's budget for fiscal 1963 is 92.5 billion dollars, which means that we are spending about 400 million dollars per working day. The catalog of activities and services performed through the Government is imposing. The thought of trying to manage such an enterprise efficiently is inherently staggering.

Our basic system of management is a good one which has demonstrated that it can result in improved efficiency.

And yet it is easy to exaggerate the degree of difficulty. Our basic system of management is a good one which has demonstrated that it can result in improved efficiency. The system of management in this sense has three major elements.

The first is a very high degree of decentralized responsibility. This is undoubtedly the single most important fact about the management of the executive branch. The men who head the Cabinet departments and other agencies have a very great degree of independent responsibility for the management of programs, funds, and personnel in their agencies. This makes it possible for the President and the Congress to hold the Cabinet officers and agency heads responsible for steady efforts to improve performance and reduce costs.

The second major element is the existence of the Presidential staff agencies—the Bureau of the Budget, the Civil Service Commission, the Council of Economic Advisers, the Presidential assistants for science and other matters. These staff units supply the President with information, assistance, and advice, so he can effectively guide the Cabinet officers and agency heads without re-

ducing their essential independent responsibility for managing their agencies.

The third element is the power of the Congress to review and investigate the performance of executive agencies. Both in the budget review process and through independent investigations, the Congress plays a major role in seeking to bring about improved efficiency and lower cost.

Within this general system of management, I take it the key to improvements in the efficiency of operations is the acceptance of responsibility by the Cabinet officers and agency heads. Presidential staff can suggest, advise, and assist. Congressional committees can probe, expose, and stimulate. But the necessary leadership must be forthcoming from the agency heads if progress is to be made.

What is it that we want them to do? The answer is as varied as the range of Federal activities. The Government is engaged in manufacturing, in research, in services, in office-type activities, in transportation, in insurance, in lending, and much more. The only common denominator is that we want the men who manage these activities to run them at steadily lower cost per unit of output, and with lower employment per unit of output. In other words, we want the productivity of Federal employees to rise—not just once in a while, but steadily, regularly, every year.

Contrary to the stereotype of the Federal bureaucracy getting bigger and less efficient all the time, productivity has in fact been rising in the Federal Government, so far as it can be measured. We know, for example, that the 1960 decennial census was 20 percent larger in volume than the 1950 census, but it was completed 18 months sooner and cost less, largely because of the effective use of automatic data processing techniques. We know also that Post Office workload rose 41 percent between 1950 and 1960, but the number of postal clerks increased only 25 percent, indicating a real increase in productivity.

There is much still to be learned about the applications of productivity measurement to Federal employment and job performance. We hope to undertake some cooperative research with a number of agencies into methods of measuring productivity changes and using the results for management purposes.

But it is clear to begin with that the gains that have been chalked up in productivity thus far have not come about by accident. They came about because management officials have analyzed their problems, proposed improvements, and driven through the obstacles that always resist this kind of change. It is this same hard-driving search for better management that we must maintain in the coming years.

III

MUCH REMAINS TO BE DONE on the management front. We face some very major problems which will require the highest energy and intelligence to solve.

First, the new space program represents an attempt to achieve entirely new standards of technology in a whole series of fields—metallurgy, electronics, biology—all at once and at maximum speed. Some say that 5 years from now as much as a fifth of the Nation's scientific talent will be working on some aspect of the space program. To organize this effort successfully and at reasonable cost will be a tremendously difficult management job.

Second, in the field of foreign affairs the requirements of our national interest have suddenly multiplied the demands we place on our governmental organization and personnel. We must have a State Department organized to deal quickly and effectively with issues affecting a hundred other nations, and to communicate rapidly and securely with scores of U.S. posts on all continents. We must staff our overseas missions, not only with foreign service officers in the traditional sense, but with men who can understand and help shape the forces of economic, social, and political change in new nations—with men who can understand and deal with the mighty forces of destruction which overhang us all. These are management problems to challenge the ablest men in the Nation.

Third, in the fields of science, of defense, of foreign affairs, we need in Government service outstanding people—and yet the Federal pay system in the highest levels compares unfavorably at present with all other major fields of work: with business and industry, with nonprofit institutions, even with the universities. It makes very little sense deliberately to set barriers in the way of bringing able people into Government—deliberately to acquiesce in the existence of strong incentives for the ablest people in Government to leave for much higher salaries in private life. I believe we should face the pay issue seriously and with courage. If we must spend over 90 billion dollars each year—and look forward, as some have predicted, to even higher budgets in the decade ahead—we should take the necessary steps to manage this vast and important enterprise with at least the degree of skill we expect to find in banking, in industry, in the management of law firms and labor unions.

IV

THE TESTS CONFRONTING GOVERNMENT in the field of management are hard and exacting, and will become even more so in the years that stretch ahead. It is plain that the national interest must be served with all the vision, imagination, and energy we can provide. This is the real test of governmental organization, management, and leadership. It is the challenge that confronts all of us who are in our country's service.

ORGANIZATION— DOOR TO OPPORTUNITY

by HERMAN M. SOMERS
Haverford College

EVERY AGE has its plausible slogans which receive common acceptance by repetition rather than examination. In recent years it has become fashionable to cry havoc or moan low about the increase of large-scale organization and the consequent growth of administrative machinery. Books and popular articles deploring our sad fate have burgeoned.

Fairly typical and fairly early in the parade was Economist Kenneth Boulding's *The Organizational Revolution* which argued that the bigger the organization, the smaller the proportion of its members who can be at the top of the hierarchy and participate in major decisions, and the larger the proportion who must carry out policies which are set higher up. The result is a decline of individual responsibility.

Probably the most influential volume came from a perceptive journalist, William H. Whyte. *The Organization Man* dealt only with special aspects of the question and was, I believe, widely misunderstood, which undoubtedly augmented its sales. It popularized the view that large organizations inevitably discourage individual excellence, creativity, and distinction in favor of mediocrity, passive conformity, "group-think," and authoritarianism.

Even the specialists in administration appear to feel a need to nod obeisance to the now popular symbol of the organization man. The introduction to Professor Thompson's generally admirable *Modern Organization,* which appeared recently, states, "Being a cog in such machinery, the individual has lost much of the control over his own destiny." Although the book has little to do with this assertion, no evidence is offered that the individual of the past had more effective control of his destiny.

In magazines, the press, and in conversation it appears that the view of the world projected by Charlie Chaplin's "Modern Times" in the 30's has assumed the proportions of literary orthodoxy: Modern man is a slave to administrative bigness. Tacitly implied is the notion that he was once free as a bird, and far more effectively engaged.

ORGANIZATION: HERO OR VILLAIN?

It does seem remarkable that at a time when we are at an unprecedented and rising peak in extent and quality of educational levels achieved by the average citizen, in the degree that we demand and utilize higher level skills and technical competence, in the extent to which we invest in research and innovation, in the levels of our health and life-expectancy, in mass enjoyment of and participation in the cultural arts—and by virtually every other measure of social and individual advance—that there should be a general decrying of the means whereby these advances have been achieved. Modern technology has made all this possible, and modern organization and ad-

ABOUT THE AUTHOR

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This article is based on an address by the author to the Commission's Conference of Appeals Examiners.

ministrative techniques are essential elements of the new technology.

All this may be a measure of the national mood of fear of the future and romantic nostalgia for a past that never was. It is ironic that the villain alleged to be depriving us of the illusory "good old days" has in fact been the major medium for making better days for more people. It is my thesis that the varied assertions that modern organization has diminished individual freedom and opportunity lack historical foundation or factual support. I would contend the reverse—that by the development of organizational and administrative tools man enlarges his individual capacities and opens the way to extension of his freedom. It may well be that a considerable portion of the strains and tensions men now feel are directly attributable to the additional freedom and responsibility which modern organization gives them.

It seems to me that the preponderant weight of recent investigations makes clear:

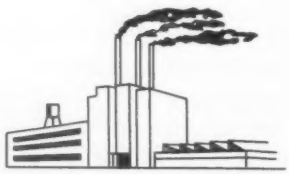
1. As modern science multiplies knowledge geometrically, the proportion which any one person or practitioner in any field can hope to master shrinks, although there is also an increase in the total amount he knows. The harnessing and effective utilization of this expanded scope of knowledge can be made possible only by enlarged organization and effective administration. Increasing knowledge forces specialization. The advantages of specialization can be experienced only through a gathering together, a workable integration, of many specializations. To maximize his utility, the specialist must in some fashion become an organization man.

2. Organization itself promotes and accelerates the increase of knowledge and innovation. This fact is less well recognized.

3. Effective organization liberates the individual scientist, technician, teacher, and creator from the increasingly severe limitations of isolated enterprise and enhances his freedom and capacity to innovate and produce.

With these things in mind, I would like to call your attention very briefly to some recent evidence and informed testimony drawn from four different fields: industry, government, education, and medicine.

INDUSTRY



During the past few years, four universities—California, Harvard, Princeton, and M.I.T.—have undertaken extensive cooperative research on factors of industrial development both here and abroad. Frederick H. Harbison, a member of the research team, summarized some of the findings of the prodigious investigations in an article, "More Chiefs, Fewer Indians," in the Winter 1961 issue of *University—A Princeton Magazine*. For my purpose here, I shall limit my discussion to some of the university findings regarding industry, as reported in the Harbison article.

"Administrators, managers, engineers, scientists and other high-level functionaries," the article pointed out, "are bound to multiply in any *dynamic* and *progressive* organization, and their failure to do so is a manifestation of a creeping stagnation which is an indication of backwardness."

One of the studies examined the shifting patterns of manpower utilization in 50 American companies. As might be expected, it was found that in the 10 years following World War II, the proportion of high-level manpower increased sharply in some companies, rather gradually in many, and not at all in a few. The major conclusions regarding these differences showed:

1. The increase in highly trained personnel as a percentage of total employment in the companies studied was primarily the result of *innovation*. For example, automation usually resulted in greater utilization of highly trained specialists and generalists at the same time that it reduced manual and clerical work forces.

2. It appeared that the rate of innovation in enterprises governed the rate of increase in utilization of skilled personnel of all kinds. The companies showing the greatest increase in nonproduction workers as a proportion of total employment were invariably those which had made the most spectacular or far-reaching changes in products, processes, and organization.

3. The companies which themselves developed new products or designed new processes or systems of administration showed a much sharper increase in employment of high-talent manpower than those which relied primarily on outside consultants. The evidence indicated that the former invariably used a greater proportion of high-level personnel than the companies that merely adapted the innovations which others had developed. Moreover, companies that grew in size but did not innovate tended to employ a constant or declining percentage of their work force in executive, professional, and related occupations.

4. Bureaucratic expansion, more popularly referred to as "empire building," was probably a factor in some companies studied, particularly during periods of high prosperity and high profits. However, it was found that in comparison with other substantial factors, it was a very minor cause of expansion in the proportion of nonproduction employees in company work forces.

In short, the shift to greater utilization of high-level manpower in the companies studied was associated primarily with dynamism and progress rather than with expansion of bureaucracies. Innovation, and the increase of skilled personnel which it required, resulted in higher overhead costs which bore fruit either in decreasing the

total costs or improving the quality of products or services supplied. More investment in administration accompanied progress. Less or constant administration suggested stagnation.

GOVERNMENT

Some interesting observations were made 2 years ago by an experienced administrator, Harlan Cleveland, now an Assistant Secretary of State and at the time Dean of the Maxwell Graduate School of Citizenship and Public Affairs, Syracuse University. In his paper, "Penalties of Power," which he presented in 1959 to an institute of the Jewish Theological Seminary of America, he denied the notion that as a result of large-scale organization the individual employee had less opportunity for participation in decision making. On the contrary, he pointed out, as organization grows the proportion of people with significant decision-making roles generally increases.

"Large-scale organization generally implies loose organization," he said. "Precisely because big organizations make most of the vital decisions affecting our destiny, more people are participating in these decisions than ever before. The number of decisions which *are* important to our individual lives is multiplying so rapidly that it takes a growing proportion of the nation's leadership to get them made at all. The result of bigness is actually a diffusion of the decision-making and decision-influencing process far beyond the wildest dreams of those who wanted to keep power diffused by keeping the units of society small."

Cleveland pointed out that the error of those who nostalgically proclaim our new enslavement to organization has frequently been based on three incorrect assumptions: (1) that large organization inevitably leads to a hierarchy which gets progressively narrower at the top, (2) that the only position of real power in an organization is the number-one spot, and (3) that the interstices of freedom in our society lie outside the large organization.

The general idea appears to be that the only countervailing power to the top levels of, say, the Department of Defense, is power outside the organization. But it is readily observable that such a large organization does not operate as a monolith with one commander calling all the shots. The tensions and power-centers within the organization are numerous and, in turn, increase the opportunities for leadership. The larger the organization gets, the more important decisions there are to be made. Consequently, there is proportionately more, not less, decision-making authority to go around.

Responsibility also increases. The nearer to the top of a large hierarchy, the fewer unreviewed decisions an official can expect to make, partially because size increases lateral contacts and external relationships as well as internal ones. Major decisions require that with a greater number of affected organizations to be consulted, more members of the internal staff must be assigned to deal with them.

As Cleveland illustrates, a junior field inspector of materiel for the Air Force may never participate in a "policy conference" with the Secretary of Defense, but his influence is great within his own sphere—and people judge themselves and are judged by others according to their influence and freedom of movement within their own sphere. "Those individuals will *feel* independent and self-confident who have learned how to survive and grow *within* large-scale organization, not how to escape into the interstices between them."

The organizational life—because it brings more decisions to be made, because the decisions are more important, because they affect more people, and because mistakes are more hazardous—has more dangers and more responsibilities, and therefore more tensions, than the solitary life. "But do not these accretions of personal responsibility tend to increase the individual's sense of personal freedom?" asks Cleveland.

EDUCATION

The story is not essentially different in university life. Harold W. Dodds, for many years president of Princeton University, recently reviewed his long experience. In "Some Thoughts on the University Presidency," *Public Administration Review*, Winter 1960, he said, "American faculties are inclined to agree with foreign critics that our administrative organization is too elaborate . . . . Nothwithstanding faculty criticism, I am inclined to feel that on the whole those American universities which have had the courage to spend money on administration have been the ones which have shown the most progress. Nevertheless, the faculty is fully aware that the highest academic honors do not go to the organization man; they are reserved for the pathfinding scholar and stimulating teacher who by temperament is more inclined to resist the requirements of organization than to suffer them gladly."

The talents of the scientist, or scholar, or teacher could be freed from the confines and limitations of solitary effort by the undertakings of administrators (organization men) to enlarge his effective capacities—by increasing his tools, his equipment and resources; providing greater

access to associates and their knowledge; freeing his time from peripheral activities; and bringing him assistance in many other forms.

MEDICINE

Finally, let us take a brief look at one of the professions, medicine, and the extent and manner in which it is organized. My observations here are based on 4 years of extensive research on the organization and financing of medical care which my wife and I conducted. Among our findings, published in our book, *Doctors, Patients, and Health Insurance,* Brookings Institution, 1961, is the fact that the traditional solo practioner is a rapidly declining phenomenon, a matter which can be quickly seen in the data. But the causes are also apparent and the results are generally salutary.

The day is long past when any individual, however gifted, could master or even be adequately acquainted with all the scientific knowledge, techniques, or therapies of medicine. The vast complex of equipment and array of skilled personnel required for modern medicine are beyond individual mental or financial capacities.

It is no surprise that better and more scientific medicine is generally practiced in groups, clinics, and particularly the modern hospital than by the lone physician. In aggregate, each doctor's special skills and potential are given broader scope. He is liberated and enabled to employ the advantages of modern science and technology. He is enlarged by the skills and experience of colleagues and aides. He is freed from administrative detail and extraneous functions which can be handled more effectively by others. Quality is, of course, not guaranteed by any particular organization form. But the opportunity to achieve high quality is related to organizational structure. I should like to quote a few relevant passages from our book.

"Large-scale organization generates many human and social perils as every reader of William H. Whyte's stimulating vivisection of *The Organization Man* knows. The discouragement of individual excellence and distinction, the tendency to amiable conformity and mediocrity, the substitution of 'group-think' for individual creativity, and authoritarianism, are all potential threats that lurk in the shadows of the 'organization' be it an industrial corporation, university, labor union, medical clinic, or hospital.

"Some of these dangers are particularly relevant to medical and therapeutic relationships . . . . But such dangers are not exclusive to organization; nor are they greater than the dangers of avoiding organization; nor are they insuperable. With all his trenchant attack on the 'organization,' Mr. Whyte does not recommend the dissolution of large corporations. He hopes for transference to the uninspired ranks of middle and lower management of the top executives' ability to be part of corporate enterprise without losing their own identity, to be part of an organization without defying it, and to recognize that large-scale enterprise does not obviate individual tension, conflict, and opportunity for innovation but rather changes the scope, the arena, and the technique.

"It is well to be reminded of the hazards in any path. The threats to individual spiritual and intellectual growth are real and ever-present. These can be lost in or out of organization. There is no evidence that integrity or creativity is more likely to be achieved by staying outside the main arena of modern life than by entering the lists. On the contrary, one of the reasons organization has become inevitable is its potential for enhancing the capacity and effectiveness of lone individuals.

"Despite all the problems, three central facts appear to stand out: 1. modern medicine cannot be practiced effectively without institutionalization. 2. improved organizational arrangements provide the best potential for systematic establishment and control of standards for high quality care. 3. the growing scarcity of medical manpower makes increasing organization imperative merely to maintain the current level of services."

I believe these conclusions can be generalized to most major walks of modern life.

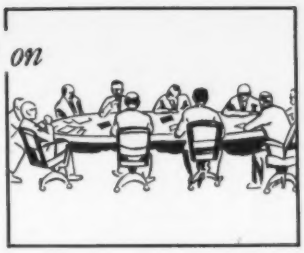
THE VIEW AND ITS PRICE

The argument might be just good fun if it were innocent of consequences. There is reason to believe, however, that the wide currency given the view that a large organization inevitably shrivels the individual is having damaging effects upon recruitment of able young people for government.

As a teacher of public administration, I have occasion to discuss with many college students the prospects of a career in the public service. The blocks against such choice are, of course, numerous and varied. But prominent among them I frequently find the fear of becoming an indistinguishable cog in a massive wheel, of becoming "lost" in the vast desert of large organization, of lacking opportunity for individual imagination, creativeness, and leadership, of merely executing routinely decisions made "way up on top." The clichés which permeate our literature and common talk affect students and their choices. And when the "conventional wisdom" is parroted (as it

(Continued—See ORGANIZATION, p. 15, col. 2.)

Report on



FEDERAL EXECUTIVE BOARDS

by NICHOLAS J. OGANOVIC
Deputy Executive Director
U.S. Civil Service Commission

A CHARTER FOR COOPERATION

"I want the coordination of Government activities outside of Washington significantly strengthened."

With these words in a memorandum to the heads of departments and agencies, President Kennedy inaugurated the Federal Executive Board program. Acting in accordance with the President's wishes, the Civil Service Commission spearheaded the organization of 10 Federal Executive Boards, one in each of the Commission's administrative regions. Boards are now functioning in Atlanta, Boston, Chicago, Dallas, Denver, New York City, Philadelphia, St. Louis, San Francisco, and Seattle.

In communities across the Nation, individual Federal administrators independently carry out their responsibilities for the specific organizations and programs they manage. No formal mechanism has existed for coordination with other Federal administrators carrying out different programs in the same community even though there were many areas of common interest.

Can executives who are primarily concerned with varying substantive operations in different administrative organizations join together as a group and coordinate their efforts in areas of mutual concern? Clearly, as far as the Federal executive is concerned, the answer is yes. As President Kennedy pointed out in his memorandum:

> Although each Executive agency and its field organization have a special mission, there are many matters on which the work of the Departments converge. Among them are management and budgetary procedures, personnel policies, recruitment efforts, office space uses, procurement activities, public information duties, and similar matters. There are opportunities to pool experience and resources, and to accomplish savings.

The President's message is both a charter for cooperation and a personal challenge for closer coordination to Federal executives across the country.

The membership of the Boards is limited to field agency heads with significant management or coordinative responsibilities. Each Board has a structured organization with its own constitution and bylaws, officers elected by the membership, and voting procedures.

Although the Boards have been in existence for only a short period of time, early reports show a wide range of activities and interests among the 10 Boards. The Bureau of the Budget and the Civil Service Commission have been very much encouraged by the breadth and diversity of the programs independently undertaken by them.

Nearly all Boards have undertaken projects to promote the interagency use of automatic data processing equipment, including sharing existing equipment and pooling "know-how" on data processing operations. The Boards have evidenced a strong feeling of purpose in undertaking activities to advance Federal management in the field service. A large part of their cooperative activities go directly to the three M's of effective management—Men, Money, and Materials. Various Boards have mapped out programs and studies in such areas as financial management and long-range budget planning, efficient utilization of space, coordination of procurement programs, and use of surplus property, and personnel management, to name a few.

In keeping with the President's desires, the cooperative activities of the Boards are undertaken primarily through the initiative of the heads of field installations who make up their membership. The number of significant projects to which members have turned their attention shows clearly they have accepted the President's challenge for voluntary cooperative effort. The Boards have also given their support to a number of programs of special Presidential interest, including the Equal Employment Opportunity program, and the work of the President's Commissions on the Status of Women and on Employee-Management Cooperation.

The Boards have already proven their value in establishing a community of interest in solving common management problems. They are cooperating in many areas, making studies, for example, of the relocation costs of employees who are transferred between Government positions in different cities, and on the use of sick leave in both Federal and non-Federal public jurisdictions.

On the basis of their first few months of cooperative activity, the Federal Executive Boards offer promise of becoming an important new dimension in Federal management and of providing a vital force for interagency cooperation.

There are those men and women who have literally changed our lives. Standing tall among the tallest are . . .

Each year around 1,500 inventions by Federal career civil servants are patented. Many others are published and dedicated to the public. And some, with application limited mostly to Government, are put into use with no patent application being filed.

In virtually every occupational area—from Accounting to Zoology—these inventions are numerous. But, as it is with inventions in general, most are concentrated in the fields of science, engineering, and medicine.

The real story, however, is not one of numbers. It is one of impact—the tremendous effect some of these creations and discoveries have had, and will continue to have, on the Nation and the world.

ON THE NIGHT OF AUGUST 12, 1960, people all over the world stood outdoors in fields, on their lawns, and in the streets. They looked up and saw something new and exciting.

ECHO I, the biggest and brightest man-made satellite ever flung into the heavens, moved impressively across the sky. Beauty, however, was not the new star's "excuse for being." It had a more important mission.

The 100-foot plastic sphere had been coated with aluminum to make it reflect radio waves broadcast to it. It was inflated in orbit to explore the feasibility of using such moonlets to bounce back radio waves for instant communication between any points on earth. And, because of the success of the experiment, we may have in the near future worldwide radio, TV, and telephone systems.

The inflatable satellite is the brainchild of William J. O'Sullivan, Jr., a Federal civil servant at NASA's Langley Research Center, Hampton, Va.

Mr. O'Sullivan, a man of many honors and awards, is one of hundreds of outstanding civil service inventors whose contributions have significant effect on our daily lives.

This article is about such career-service inventors and their inventions—a selection from among many equally worthy of description.

UNSEEN HANDS AT IWO JIMA

The six men who raised the flag on Mt. Suribachi on February 23, 1945, were helped by many unseen hands: among them, those of two civil servants who gave them their most advanced piece of battle hardware.

The assault on Iwo Jima marked the first over-land use of an important new device, the radio proximity fuze—an invention widely recognized as second in importance only to the A-bomb as a World War II weapons development.

The fuze, one of our most closely guarded wartime secrets, had previously been used by the Navy and only over water. This was to prevent any possibility of a dud falling into enemy hands. Basically, the fuze is an ultra-shortwave radio mechanism that senses whether or not an in-flight projectile is directly on target. If it is, the fuze goes along for the ride and lets the impact cause the explosion. If a near-miss is shaping up, the fuze plans ahead and triggers the explosion at the exact point on the bypass where the maximum damage would be inflicted. Other wartime applications include setting off aerial bombs at predetermined altitudes above ground, as at Iwo Jima.

In 1958 all secrecy was removed and full public disclosure was made to encourage commercial applications of the fuze's distance-measuring technique. A patent was issued to the two Government inventors, Wilbur S. Hinman, Jr., and the late Harry Diamond, for whom the Diamond Ordnance Fuze Laboratories was named.

That Wilbur S. Hinman, Jr., has been one of the foremost civil service inventors for some 34 years is attested to by the fact that on November 6, 1961, he was appointed Deputy Assistant Secretary of the Army for Research and Development.

WILBUR S. HINMAN, Jr., Deputy Assistant Secretary of the Army for Research and Development, Washington, D.C.

One of the foremost civil service inventors for nearly 34 years, Mr. Hinman holds 11 patents in the field of electronics. He is coinventor of radio proximity fuze and radiosonde. (*Army photo.*)

Mr. Hinman began his Government career in 1928 as an assistant radio engineer with the National Bureau of Standards. From then until 1952, NBS was his life's work, and he rose to Associate Director with full responsibility for all of the military work of the Bureau. In 1953 he was appointed Technical Director of Army's Diamond Ordnance Fuze Laboratories, the position he held until accepting his present post.

Apart from his coinvention of the proximity fuze, Mr. Hinman's inventiveness has been impressive, and so has the impact of his work. He holds 11 patents in the field of electronics. At NBS he was a key member of a group from which came the first system of radio aids to air navigation—the original version of the present instrument landing system. His work, and that of the group, laid the foundation for today's routine safety in flight and in landing.

But that's not all. He has *done* something about the weather—at least from the standpoint of providing aids to more accurate forecasts. All modern methods of weather prediction are dependent upon the use of the radiosonde, an electronic device carried aloft by small balloons. The radiosonde was invented by Mr. Hinman and his famous collaborator, Harry Diamond. Further developments on their part resulted in an automatic weather station which vastly increased the ability of meteorologists to make accurate predictions.

Mr. Hinman has received many honors and decorations, including the highest Government-wide award—the President's Award for Distinguished Federal Civilian Service. His associates consider him one of America's top creative minds, and his work and its far-reaching significance bear them out.

POTENT NEW PAIN KILLER

The proximity fuze helped the Allies to win World War II and later made a significant contribution in the Korean campaign. In a different war—man's endless war against pain—two employees of the National Institutes of Health collaborated to achieve an important

new victory. However, in this instance, the Federal civil service teamed up with the Commissioned Corps of the Public Health Service in the successful assault.

Dr. Everette L. May, a chemist and member of the Commissioned Corps, and Dr. Nathan B. Eddy, a civil service pharmacologist (now retired), of the U.S. National Institute of Arthritis and Metabolic Diseases, were codiscoverers of a potent and completely synthetic pain killer, phenazocine. The new drug is now in general use throughout the United States and other parts of the world.

Their discovery was born of a combined half century of intensive research. In 1929 Dr. Eddy went to work with the National Research Council in quest of substitutes for the addicting pain killer, morphine. In 1939, when the Council's drug addiction program was taken over by the U.S. Public Health Service, Dr. Eddy joined the NIH staff in Washington. Dr. May, having started on the program as a graduate student, joined the team full time soon afterward.

The search continued. Thousands of compounds were tested in an effort to find a powerful pain killer that would not enslave its user. About 8 years ago, largely at Dr. May's instigation, a completely new analgesic (pain killing) series was synthesized and it was from this that phenazocine emerged.

Upon extensive testing, phenazocine was found to have several important advantages over the opium derivatives (such as morphine and codeine) and synthetic analgesics. These advantages can be shown by comparing phenazocine with morphine, the standard by which other potent pain killers are measured.

DR. EVERETTE L. MAY and DR. NATHAN B. EDDY in their laboratory at the National Institutes of Health, Bethesda, Md.

After a combined half century of intensive research, they discovered (through their own synthesis) a new miracle pain killer, phenazocine, now in general use throughout the world. (*NIH photo.*)

Assigning to morphine the value of 100, we find aspirin (with a rating of 1–2) at the bottom of the scale. For an ordinary headache or muscular pain, aspirin might be sufficient. And, it is positively nonaddicting. For moderate pain, codeine (with a rating of 15) might be called for, but for intense pain, a more potent drug would have to be used.

For each drug there is an optimal dose beyond which additional relief either cannot be obtained or can less safely be obtained. Therefore, it is not possible to relieve all pain with codeine—no matter how large a dose is given—or even with morphine, which is nearly seven times more powerful. A characteristic of all pain killers (except aspirin) is that the more effective they are, the more addicting they are. With a greater blessing comes a greater curse.

Not so with phenazocine. On the same potency scale (with morphine rated at 100), phenazocine rates up to 1,000. And, being by far more powerful, it can relieve pain that morphine, in optimal doses, cannot overcome. Physical dependence, one aspect of addiction liability, is still present in phenazocine but it develops more slowly and is less intense. The new drug has fewer and milder side effects, and in cases of chronic pain (such as in some cancer cases), it can be used more safely over longer periods of time. And, because it is more potent, it achieves its pain-killing effect at a fraction of the dosage level necessary with morphine.

Phenazocine, now in general use and widely acclaimed, is a sensational advance in man's war against pain. Meanwhile, the search for an even better analgesic goes on.

Dr. Eddy retired recently from the NIH staff, but he still works as a consultant to them. He, Dr. May, and their associates, still search for the perfect pain killer. But, to thousands of pain-ridden patients phenazocine has been a great benefactor.

WHO IS NOT AFFECTED?

The field of invention and discovery is not the exclusive domain of men.

Dr. Allene R. Jeanes, a distinguished Government research chemist and an inventor, has worked at Agriculture's Northern Utilization Research and Development Division, Peoria, Ill., since 1941. Prior to that she was a research associate at the National Bureau of Standards, and a research fellow at the National Institutes of Health.

Her contributions to chemistry have been internationally acclaimed. Among many other high awards and honors, she received Agriculture's Distinguished Service Award in 1953 and the Garvan Medal in 1956—the American Chemical Society's annual award to the Nation's most outstanding woman chemist. In February 1962 Dr. Jeanes was one of the six winners of the Federal Woman's Award.

Her specialty is carbohydrates, a field in which she has made many significant discoveries and contributions. She and her coworkers at Peoria have been issued five patents (with three pending) for the development and production of dextran, a carbohydrate made from sugar, for use as a blood plasma extender.

When war started in Korea in 1950, the need for a blood plasma substitute became acute. Various dextrans were tested and some showed promise, but all had serious drawbacks in clinical use, such as a high incidence of allergenic reactions.

Because of her extensive knowledge of dextran and its properties, Dr. Jeanes proposed and urged that Agriculture's Northern Division undertake an active part in the investigation of dextran as a blood volume expander to meet the critical needs of the armed forces and civil defense. In the successful cooperative research program that followed—involving about 50 bacteriologists, biochemists, chemists, and engineers—Dr. Jeanes distinguished herself by the excellence and scientific value of her personally conducted research, and by the research of those whom she supervised. A suitable dextran was found, as well as a way to manufacture it. The Department of the Army then announced that dextran would replace blood plasma for all Army use.

Indebted to this outstanding civil servant are the countless soldiers on the Korean battlefield whose lives were saved by dextran, as well as the sick and injured everywhere who have since received it.

". . . THIS SPLENDID ACHIEVEMENT"

On September 4, 1945, Secretary of the Navy James Forrestal presented the Distinguished Civilian Service Award to a Navy employee.

The citation read, in part: ". . . the development of radar constitutes one of the greatest single contributions of modern science to the success of our naval forces, and in the forefront of those responsible for this splendid achievement must ever stand the name of Robert M. Page."

Robert M. Page—a career civilian scientist of the Navy Department for nearly 35 years and now Director of Research at the Naval Research Laboratory—stands in the forefront of America's greatest contemporary inventors. He holds 48 patents with 19 applications pending. Numbers alone, however, only hint at his impact on technological advances. Here is a man whose work has fostered a new technology and new industries.

Doctor Page began his work in the development of radar at NRL in February 1934. Working with A. Hoyt Taylor and L. C. Young, he established the theory of basic circuits essential to pulse radar. Carrying out his own theories, and assisted by Taylor and Young, he designed and built the first successful pulse radar set in this country. Since that time he has made brilliant contributions to radar's present refinement.

DR. ALLENE R. JEANES, Research Chemist, Northern Utilization Research and Development Division, USDA, Peoria, Ill.

Internationally acclaimed for her work in carbohydrates, she and her coworkers have been issued 5 patents, with 3 pending, for the development and production of dextran for use as a blood plasma extender. (*USDA photo.*)

DR. ROBERT M. PAGE, Director of Research, U.S. Naval Research Laboratory, Washington, D.C.

A career civilian scientist for Navy for nearly 35 years, he stands in forefront of America's greatest contemporary inventors. The holder of 48 patents, with 19 pending, his work on pulse radar has fostered a new technology and new industries. (*Navy photo.*)

During and after World War II, his research led to many inventions which, together with his earlier inventions, contributed greatly to the increasing importance and usefulness of radar. Examples are found in guided missile systems, automatic tracking radars, moving target indicator systems, radar countermeasures, and radar systems of increased range, resolution, sensitivity, and accuracy. His improvements are of immeasurable importance in extending radar's utility to the detection and interception of fast flying guided missiles.

Apart from radar's vital military applications, it is important to every citizen. Without radar and its influence on other technology, the Federal Aviation Agency, for example, could not cope with the volume of today's air traffic. And, the National Aeronautics and Space Administration could hardly hope to land a man on the moon during this decade.

Lauded internationally for his inventive genius, Dr. Page's highest Government acclaim came in 1960—the President's Award for Distinguished Federal Civilian Service. An unusual honor had been bestowed upon him 8 years earlier when officials of Hamline University of St. Paul, Minn., named their electronics laboratory after him.

One can find few living Americans who have contributed so much to our Nation's strength, preservation, well-being—and future.

RATTLESNAKE ALOFT

Dr. William B. McLean, Technical Director of the U.S. Naval Ordnance Test Station, is another outstanding Government inventor. He holds some 24 patents on inventions ranging from a voltage generator to an altimeter for use in toss bombings.

His most dramatic story, however, is that of the Sidewinder air-to-air guided missile. For his conception of this deadly missile and his supervision of its complete

development, in 1958 he was granted a $25,000 award—the maximum allowable under the Government Employees' Incentive Awards Program.

Doctor McLean's early thinking on this missile began years earlier when he was employed by the National Bureau of Standards. In 1943, as an NBS employee, he was asked to provide consultant services on the gyro-control system for the Bat missile. As a result of this contact and experience, he was determined to simplify the complications inherent in knocking down enemy planes with missiles.

In 1945 he transferred to the Naval Ordnance Test Station to head a branch which was developing fire-control systems for air-to-air rocket firings. Bringing his earlier ideas with him, he became more and more convinced that the most effective solution to the problem of destroying enemy aircraft would be in putting the detection and computing equipment in the missile instead of in the mother-aircraft from which the missile was launched.

His thinking at NOTS began to take form and point in one direction. His concept called for an infrared device that would seek out the heat from the exhaust of the target aircraft; plus a system for tying-in the heat-seeking device with the missile's steering mechanism; plus a way to keep the missile from turning on the mother-aircraft. The goal was deadly accuracy; the way to the goal was enforced simplicity of design and manufacture.

To establish the feasibility of such a missile, a small project was started shortly before the Korean emergency began. Much of the work was done after regular working hours on a no-pay basis. As a result, the official go-ahead was given in 1951 and a Sidewinder guided-missile project was established at NOTS. All subsequent work on the missile was a team effort, with each segment of the organization contributing in some way to its development.

The completed Sidewinder was as deadly as the rattlesnake for which it was named—a desert reptile that can detect warm-blooded prey through special sensory organs in its head. The missile is so sensitive and accurate that it could sniff out and "home" on a smoldering cigarette 100 yards away.

Today the Sidewinder is in extensive service and is simpler and less costly than any other production line air-to-air missile. Also, it was the first air-to-air guided missile to be carried all the way from the idea stage to operational usefulness by a Government laboratory—thanks primarily to the vision and brilliance of its inventor.

In addition to his top award of $25,000 and many other significant honors, Dr. McLean was among the first five Government employees to receive the President's Award for Distinguished Federal Civilian Service.

DR. WILLIAM B. McLEAN, Technical Director, Naval Ordnance Test Station, China Lake, Calif.

He developed the concept and laid the groundwork for the deadly air-to-air missile, *Sidewinder,* which was the first such missile to be carried from the idea stage to operational usefulness in a Government laboratory. (*Navy photo.*)

NEW (AND BASIC) DISCOVERY

In the relatively short history of science it has been the simple principle that has been the harbinger of greater things to come. And once the simple principle has been discovered and its workability demonstrated, the question immediately becomes: Why didn't someone think of this before?

Billy M. Horton, Technical Director of the Diamond Ordnance Fuze Laboratories, recently introduced a simple principle known as *pure fluid amplification.* Although no one can say for sure yet, it may achieve greatness.

Amplification, as used here, means to control a greater amount of power by applying a lesser amount. *Control* means to tell the power where and when to deliver its energy output.

For example, if you blew against a spurting stream of water and caused it to alter its course, then *you* are the amplifier participating in a form of fluid amplification. Here, a low power gas is controlling a higher power liquid. The power of your breath was sufficient to cause the stream to change its course. And, the harder you blew, the more the stream would be deflected. If you could vary and regulate the force of your breath, as well as change the direction from which you blew, then you would be able to exercise perfect control over the water and make it deliver its energy output exactly where and when you wanted it. You could do the same thing, of course, by using a second and smaller stream of water instead of your breath as the amplifier. The only requirement in controlling the high power stream is that you not over-control (apply too much diverting power) and thus destroy its energy.

In essence, this is the basic principle—that of pure fluid amplification—that Mr. Horton and his DOFL associates are doing something about. Using this principle, they have designed and developed a family of simplified devices that can perform some of the control functions of complex electronic circuits. The devices have no moving parts and hence are called *pure* fluid amplification devices. The use of fluid amplification with moving parts is fairly common today, but the very presence of such moving parts presents problems and limitations. Pure fluid amplification—with nothing to break down or wear out—makes reliability extremely high and virtually eliminates maintenance.

BILLY M. HORTON, Technical Director, Diamond Ordnance Fuze Laboratories, Washington, D.C.

This inventor has put the basic principle of pure fluid amplification to work in what may turn out to be a revolutionary development, especially in space technology. (*Army photo.*)

Pure fluid amplifiers are solid blocks of plastic or metal having appropriate passages and a control fluid. In various configurations these devices have already performed amplification, feedback, digital computation, analog computation, arithmetic, and memory. Such functions are not influenced in the least by weather, atmospheric conditions, vibration, or electronic interference, or by environmental disturbances associated with electronic control devices.

However, pure fluid amplification has limitations. It is not as instantaneously responsive as electronic circuitry. Hence, for high speed application it can never compete. But it is faster than similar fluid systems with moving parts, and is cheaper to make and easier to maintain.

The capability of a pure fluid amplifier for high temperature operation undoubtedly goes far beyond that of any other known amplifying method, and here the new system has absolutely no competitor. A properly designed unit—made of heat-resistant materials and using a noncorrosive gas—could operate at white heat without suffering the slightest impairment.

Who knows what new avenues this might open in the control and operation of rocket engines and in future nuclear-powered spaceships? Who knows, on the other hand, what earthbound applications might ultimately be made? Mr. Horton and his DOFL associates don't know for sure, and with the characteristic caution of scientists, they will not predict much beyond today, though they are busy working on refinements and new applications.

For this invention, Mr. Horton received the 1960 Arnold O. Beckman Award of the Instrument Society of America. He also received, with two colleagues—Dr. Romald Edward Bowles and Raymond W. Warren—an Army Research and Development Achievement Award in 1961. His invention record to date consists of 10 patent applications with one patent already issued.

* * *

(Part II of "Civil Service Inventors" will follow in the next issue of the *Journal.*)

ORGANIZATION—

(continued from page 8.)

sometimes is) by Federal people, the damage is multiplied.

Ironically, it is the ablest of our students who are most likely to be thus deterred from the civil service, those with maximum alternative opportunities. The very people least likely to get lost or deprived of creative opportunity are kept away by the myth that individuality and initiative have no home in a large organization except for the men who have already reached the top.

Moreover, failure to recognize the value and liberalizing influence of organization has interfered with the development of education in organizational knowledge and skills. There remains in our halls of learning a considerable residuum of suspicion that concern with modern organization lies in the realm of vulgar technical training as compared to the more traditional arts and sciences. We do not have space to develop the point, but I believe evidence is available to demonstrate that the arts of human cooperation, of effective merging of ideas and effort, offer as much scope for imagination, creativity, humanism, and scholarship as do any of our more hallowed studies. They are no less essential to understanding modern culture and society than any of the more established arts. And when studied in relation to government they have the added humanizing influence of emphasis upon service.

No walk of life places more premium upon broad vision and qualities of personal leadership than does public service. The larger and more complex the organization, the more it is necessary for more of its members to learn and practice the human skills of building consent as well as harmoniously reconciling one's personal convictions with those of others. This deserves better understanding by our professional educators.

ACTION CALL

I would urge those of you who are responsible representatives of the public service across the land to desist from the customary apologetics in respect to your own large organizations, excusing size as an inescapable but rather unfortunate necessity of modern life. You have cause to take pride in your identification as students and practitioners of large-scale administration. Located as you are, of course, you are also ever conscious of the trials, tribulations, and frustrations. You well know that organizations may be badly run, but so may a peanut stand, or a small carpenter shop, or a one-man law office—and the repressions of these can be even more frustrating.

Organization in itself offers no guarantees, but it is not inherently repressive. It can be a doorway to individual emancipation and growth.

The Awards Story:

Honored for Professional

THE WARNER W. STOCKBERGER AWARD

The pursuit of excellence in their chosen professions has earned for many Federal career people the highest awards granted by professional groups and other non-Federal organizations. *The Awards Story* for this issue is devoted to spotlighting the career people who have recently received 10 coveted awards in their special fields.

—Philip Sanders

DR. O. GLENN STAHL, Director, Bureau of Programs and Standards, U.S. Civil Service Commission—received the Warner W. Stockberger Award for 1961 from the Society for Personnel Administration for "outstanding achievements and contributions over the years to the improvement of personnel programs and practices within the Federal service." As administrator, author and teacher, he was cited for past accomplishments and for progressive planning for the future.

THE SCOTT GOLD MEDAL AWARD

DR. ALLEN V. ASTIN, Director of the National Bureau of Standards, Department of Commerce—awarded the 1961 Scott Gold Medal Award of the American Ordnance Association for his contributions to technical progress in many fields, including ordnance development.

THE HAROLD DeWITT SMITH MEMORIAL MEDAL

DR. STEPHEN J. KENNEDY, Chief of the Clothing and Organic Materials Division, Quartermaster Research and Engineering Command, Department of the Army, Natick, Mass.—awarded the Harold DeWitt Smith Memorial Medal of the American Society for Testing Materials for outstanding contributions in the development of textiles for military use.

THE JOHN A. PENTON GOLD MEDAL

WILLIAM S. PELLINI, Superintendent, Metallurgy Division, Naval Research Laboratory—awarded the 1961 John A. Penton Gold Medal of the American Foundrymen's Society for exceptional contributions to the science of metal casting through leadership in fundamental foundry research.

THE FLORENCE NIGHTINGALE MEDAL

CECILIA H. HAUGE, Director, Nursing Service, Department of Medicine and Surgery, Veterans Administration—awarded the 1961 Florence Nightingale Medal, the highest International Red Cross nursing award, for distinguished and devoted service to the sick.

Achievement

THE BRONFMAN PUBLIC HEALTH AWARD

DR. JAMES WATT, Chief, Division of International Health, Public Health Service, Department of Health, Education, and Welfare—awarded a Bronfman Public Health Service Award in 1961 by the American Public Health Association for outstanding current creative work leading directly to improved health for large numbers of people. The award included a $5,000 honorarium from the Samuel Bronfman Foundation.

THE LOUIS W. HILL SPACE TRANSPORTATION AWARD

ROBERT R. GILRUTH, Director, Manned Spacecraft Center, National Aeronautics and Space Administration, Houston, Tex.—awarded the 1962 Louis W. Hill Space Transportation Award ($5,000 honorarium) by the Institute of Aerospace Sciences for significant contributions indicative of American enterprise and ingenuity in the science of space flight. He directs NASA's Project Mercury, the U.S. program to achieve manned orbital flight and to study man's capabilities in the space environment.

THE CHARLES F. SPENCER AWARD

DR. H. L. HALLER, Assistant to the Administrator, Agricultural Research Service, Department of Agriculture—awarded the 1961 Charles F. Spencer Award (gold medallion and $1,000 honorarium) of the American Chemical Society for outstanding achievement in agricultural chemistry.

THE SHERMAN-FAIRCHILD PHOTOGRAMMETRIC AWARD

MARVIN B. SCHER, Topographic Engineer, Geological Survey, Department of the Interior—awarded the 1961 Sherman-Fairchild Photogrammetric Award of the American Society of Photogrammetry for the most outstanding photogrammetric achievement of the year. His invention of a new procedure for topographic mapping has also received international acclaim.

THE AMBROSE MONELL MEDAL

JESSE C. JOHNSON, Director, Division of Raw Materials, Atomic Energy Commission—awarded the Ambrose Monell Medal in 1961 for distinguished achievement in mineral technology. In addition to the gold medal established by Columbia University, he also received a $25,000 honorarium from the Ambrose Morrell Foundation. He directed the successful search for domestic uranium which eliminated a condition of complete dependence of the United States on foreign sources.

A Look at LEGISLATION

Status (as of July 6) of major Federal personnel legislation on which some action has been taken by Congress:

BACK PAY

H.R. 11753 provides for the payment of compensation and restoration of employment benefits to certain Federal employees improperly deprived thereof.

Passed House; pending before Senate Post Office and Civil Service Committee.

CLAIMS

H.R. 4131 authorizes the Comptroller General to waive indebtedness growing out of erroneous payments of money to any civilian officer or employee of the Government and any member of the uniformed services. Extends similar authority to heads of departments, agencies, or establishments for waiver of such indebtedness where amounts do not exceed $150.

Passed House; pending before Senate Judiciary Committee.

H.R. 6535 validates overpayments made to Federal employees for the period between February 28 and June 28, 1955, where such overpayments are attributable to erroneous retroactive wage increases. Provides for the return of any refunds collected.

Passed House; pending before Senate Judiciary Committee.

H.R. 10357 provides for settlement of claims against the United States by members of the uniformed services and civilian officers and employees of the United States for damage to or loss of personal property incident to their services.

Passed House; pending before Senate Judiciary Committee.

CONFLICT OF INTEREST

H.R. 8140 strengthens, revises, and simplifies existing Federal conflict-of-interest laws. Makes appropriate general provision for consultants and temporary employees in the executive branch, the independent agencies, and the District of Columbia. Integrates the conflict-of-interest laws with recodified prohibitions on bribery and graft.

Passed House; pending before Senate Judiciary Committee; hearings in progress.

EMPLOYMENT

H.R. 5698 requires that summer temporary appointments to positions in the competitive service in the District of Columbia area be apportioned among applicants from the several States on the basis of population.

Pending before House Post Office and Civil Service Subcommittee; hearings completed.

H.R. 7865 repeals the present prohibition against employment by the Federal Government and the District of Columbia of any employee of the Pinkerton Detective Agency or similar agencies.

Pending before House Government Operations Subcommittee; hearings held.

H.R. 11523 authorizes employment without compensation from the Government of readers for blind Government employees.

Passed House; pending before Senate Post Office and Civil Service Committee.

HOUSE TRAILERS

H.R. 10652 removes the statutory ceiling of 20 cents per mile allowance for employees transporting trailers or mobile dwellings upon their transfer from one official duty station to another.

Passed House; pending before Senate Government Operations Committee.

LIFE INSURANCE

S. 1070 and H.R. 5162 amend the Federal Employees' Group Life Insurance Act to provide for an additional unit of life insurance. S. 1070, as passed Senate, provides $1,000 more for employees whose salaries are less than $10,000 and $2,000 more for those whose salaries are $10,000 and above.

Passed Senate; pending before House Post Office and Civil Service Subcommittee.

H.R. 8564 allows unclaimed life insurance benefits to revert to the Federal Employees' Group Life Insurance fund.

Passed House; pending before Senate Post Office and Civil Service Committee.

PAY

H.R. 10480, the "Federal Salary Reform Act of 1962," would establish a basic policy for adjusting and administering Federal statutory salaries, based on a yearly review of salaries in comparable levels of work in private enterprise, would provide proper relationships within and among the various statutory salary systems, and would provide additional flexibility in salary administration. An analysis of this bill appeared in the April–June 1962 issue of the *Civil Service Journal*.

Pending before House Post Office and Civil Service Committee; hearings completed on this and related pay bills.

Hearings in progress before the Senate Post Office and Civil Service Committee on the general subject of pay.

POLITICAL ACTIVITY

S. 919 amends the Hatch Act to repeal the provision which requires the Civil Service Commission, in case of violation, to assess a penalty of no less than 90 days' suspension without pay. Permits the Commission to impose a lesser penalty if it were deemed more in keeping with the nature of the offense.

Reported to Senate; pending on Senate Calendar.

POSTAL SERVICE

H.R. 7061 provides that the beneficiaries of deceased Postal Field Service employees shall be compensated at the appropriate rate for all unused compensatory time to the credit of the employee at the time of death.

Approved June 19, 1962. Public Law 87–487.

PROMOTION

H.R. 1010 amends the Classification Act of 1949, as amended, to provide that upon promotion or transfer to a position of a higher grade an employee would receive not less than a 2-step increase of the grade from which he is promoted. (Included as section 206 of H.R. 10480, Federal Salary Reform Act of 1962.)

Passed House; pending before Senate Post Office and Civil Service Committee.

QUARTERS ALLOWANCES AND OTHER BENEFITS

H.R. 7021 permits Federal agencies under certain conditions to furnish employees with quarters, household furniture, utilities, subsistence, and laundry service. Provides that employees pay rental rates for such service based on the reasonable value thereof.

Passed House; pending before Senate Government Operations Committee.

RETIREMENT

S. 188 grants civil service employees retirement at age 55 after 30 years' service with no reduction in annuity.

Reported from Senate Post Office and Civil Service Committee; pending on Senate Calendar.

S. 1850 amends the Civil Service Retirement Act to increase from 2 to 2½ percent the formula for determining annuities for certain Federal employees engaged in hazardous duties.

Pending before Senate Post Office and Civil Service Subcommittee; hearings completed.

S. 2363, H.R. 3258, and related bills allow credit under the Civil Service Retirement Act for certain service performed in Federal-State cooperative programs.

Pending before Senate and House Post Office and Civil Service Committees; hearings completed.

S. 2468, H.R. 3316, and related bills provide for increase in annuities under the Civil Service Retirement Act.

Pending before Senate and House Post Office and Civil Service Committees; Senate hearings completed.

S. 2937, H.R. 10706, and related bills amend the Civil Service Retirement Act to provide for increases in annuities, eliminate the option with respect to certain survivor annuities, and provide for interchange of credits between the civil service retirement system and the insurance system established under title II of the Social Security Act.

Pending before Senate and House Post Office and Civil Service Committees; Senate hearings completed.

S. 3164 amends the Civil Service Retirement Act to raise the maximum age for receipt of survivor annuity from 18 to 21 in cases of children attending school.

Pending before Senate Post Office and Civil Service Committee; hearings completed.

TAXATION

H.R. 2017 permits the Federal Government to withhold from wages of Government employees taxes upon their income by municipalities which impose the duty of collecting taxes upon the employer.

Reported to House by Ways and Means Committee; pending on Union Calendar.

TRAVEL

S. 1458 restores the authority to Federal agencies to defray the costs of returning to other States from Alaska and Hawaii the remains and effects of Federal officers and employees who died while serving a tour of duty in Alaska and Hawaii. This authority was cancelled by reason of Alaska and Hawaii becoming States.

Passed Senate; pending before House Post Office and Civil Service Committee; hearings completed.

H.R. 6374 amends the Government Employees' Training Act, to restore to Foreign Service employees of the Department of State, Tennessee Valley Authority employees, and Presidential appointees travel authority to attend meetings at Government expense.

Passed House; pending before Senate Post Office and Civil Service Committee.

H.R. 8798 amends the Administrative Expenses Act of 1946 to authorize payment of travel and transportation expenses to student trainees when assigned, with or without promotion, upon completion of college work to positions for which there is determined by the Civil Service Commission to be a manpower shortage. Present law limits such payment to student trainees who are promoted upon graduation.

Passed House; pending before Senate Government Operations Committee.

—Mary V. Wenzel

Employee Training and the . . .

POLYNESIAN FIRE DANCE

WHEN THE WORD SPREADS through the Hawaiian Islands that a local volcano has started erupting, thousands of islanders (and tourists) drop what they're doing and rush by auto, boat, air, and on foot *to* the scene. They know that such eruptions in the Hawaii Volcanoes National Park are considered fairly safe for viewing from overlooks on the windward side of the crater. They also know that nature on the rampage sometimes turns on her audience—that, for example, shifting winds can blow poisonous fumes and pumice toward them, and fountains of rising lava can suddenly leap skyward and spatter viewers standing close to the rim. Still, for many, the lure is irresistible.

One of the biggest of recent fire-mountain shows ran from November 14 to December 19, 1959. Kilauea Iki blew her top in grand style and played to a come-and-go audience totaling nearly 250,000. At one point a 30-mile-long line of cars jammed the roads leading to the scene, with one of the exit routes already sealed off by lava. Spewing fountains, like giant roman candles, rose and fell within the seething crater. One climbed to a record height of 1,900 feet, and pumice fallout was heavy. Some of the overlooks had to be evacuated, and to the alarm of Park Service rangers who were responsible for public safety, the situation threatened to get out of hand.

The rangers, working with whatever local police help they could get, sent out a frantic call for still more help. Additional rangers and policemen were rushed in from other islands in the group. A few rangers were even flown in from the mainland. Finally, public safety was assured and there were no serious injuries and no loss of life.

Halemaumau, another volcano 7 miles away, waited her turn. On July 10, 1961, she gave the crowds ample reason to return. Her dazzling performance lasted a week and featured three huge fountains of fire, one of which danced at a height of 700 feet. Again the roads were clogged and the compulsive moth-and-candle game was on again.

Park Service rangers, assisted by local cooperating agencies, were equal to the task. The call that went out this time ended succinctly with "No assistance needed."

What made the difference?

Many things, including a shorter run of the show and better advance planning with local authorities.

Another reason—and an important one—can be gleaned from the Civil Service Commission's Annual Training Report for fiscal 1961. Buried far down in a section entitled "Value of Training" are these revealing words:

> "The National Park Service has trained selected employees in volcanic eruption activities. The training is designed to increase the efficiency of emergency operations with special regard to (1) alert activities, (2) vehicle and pedestrian traffic control, (3) specialized safety measures, and (4) rescue activities. The training has already 'paid off' as was seen in the well-run operation during the recent eruption at Halemaumau, Hawaii."

TRAINING DIGEST

UNIVERSITY-FEDERAL CONFERENCE

Wholehearted support for increased use by Federal agencies of university facilities and for developing further the Government's in-service training capabilities was expressed by 30 representatives of universities and Federal agencies meeting under Civil Service Commission sponsorship at the Berkeley campus of the University of California on May 4–5. The conference explored plans and possibilities for strengthening the career service through opening of after-hours courses for Federal workers, short courses for executive training, interchange of faculty and Federal staff, increased communication to Federal agencies on collegiate research in the social sciences, and the use of faculty members as consultants.

ACCENT ON MOTIVATION

Some employee development officers report concern about the number of employees who leave the agency shortly after completing *in-service* courses. They have inquired if they can force employees to sign agreements obligating them to serve for a specified period after in-service training.

At the time the Training Act, P.L. 85–507, was being written, a requirement for obligated service agreements for in-service training was considered and rejected. Neither the Training Act nor Executive Order 10800 mention in-service agreements. The requirement for an obligated service agreement in the Federal Personnel Manual applies only to training through non-Government facilities.

A quick check with employee development officers who do not experience losses after in-service training shows that they do not achieve this by chance. Recommended steps before sending employees to long, intensive in-service training: (1) Determine from line officials that a trainee's services and new skills will be put to use after successful completion of training, (2) determine from his supervisor that the trainee has the capacity and desire to absorb the training, (3) talk with the trainee and the supervisor to discover to what extent the trainee is committed to a Federal career, (4) talk with the trainee to find out if he is willing to put forth personal effort to improve his knowledges and skills, and (5) discuss frankly with the trainee the cost of the course, the plans to use his new skills (if he completes the course satisfactorily), and his attitude toward continued Federal service after training.

The recommended procedure stresses careful appraisal of employee motivation and avoidance of a negative approach.

ARMY REVISES SUPERVISORY COURSE

A 40-unit supervisory training package, "The Supervisor Development Program," has been revised and condensed into 12 pamphlets, officials of the Department of the Army announced recently. Revision in the supervisor development materials has been governed by the following broad objectives:

1. To provide information to and develop understanding among supervisors with respect to their personnel responsibilities based on current programs, procedures, rules, regulations, and laws.

2. To communicate to the supervisors that the development of human skills required for motivating employees and developing cooperative group effort is a lifetime, on-going process.

Army expects supervisors to carry away from the course an understanding that the training sessions primarily point out the direction in which future self-development should be undertaken. The twelfth pamphlet had not yet been issued at the time this article goes to press. It is likely that more pamphlets will be issued from time to time. Most of them will be on sale by the Government Printing Office for a nominal fee. Pamphlets now in print are: A Guide to the Supervisor Program, The Role of the New Supervisor, Selection and Utilization of Personnel, Job Instruction Training, Position and Pay Management, Performance Appraisal, Career Management, Recognition of Employees, Health and Sick Leave Administration, Safety (Administration), Fair Employment Practices.

NSF FELLOWSHIPS

Training officers should be making plans to identify employees to nominate for National Science Foundation Fellowships. Closing dates for receipt of applications for the fall award period are September 4 for postdoctoral fellowships and October 8 for senior postdoctoral fellowships. Advanced study during a period of leave, financial support, and distinction for Ph. D.'s are available through these fellowships.

Five Federal employees received these important awards in 1961. Fifteen received them in 1962, 10 receiving postdoctoral fellowships carrying a $5,000 stipend and 5 receiving senior postdoctoral fellowships with stipends up to $15,000.

The specific fields in which these fellowships are offered are: the mathematical, physical, medical, biological and engineering sciences, and anthropology, psychology

(excluding clinical psychology), geography, economics (excluding business administration), sociology (not including social work), and the history and philosophy of science. Fellowships are also awarded in interdisciplinary fields (overlapping fields among two or more sciences), such as oceanography, meteorology, biochemistry, biophysics, and geochemistry.

The postdoctoral fellowships are intended primarily for persons with recent doctoral degrees in science, mathematics, or engineering who need and qualify for more training preparatory to specialized scientific work. Tenures from 6 months to 2 years are available. Information and application forms may be obtained from the Fellowship Office, National Academy of Sciences, National Research Council, 2101 Constitution Avenue NW., Washington 25, D.C. This organization screens the nominations for NSF fellowships.

The senior postdoctoral fellowships are awarded to scientists who have had their doctoral degrees for at least 5 years and who have demonstrated marked ability and special aptitude for scholarship in the sciences. The program is flexible and can be adjusted to the individual needs of the fellow. Tenures from 3 months to 2 years are available. Information and application forms may be obtained from the Fellowships Section, Division of Scientific Personnel and Education, National Science Foundation, Washington 25, D.C.

TRAINING NOTES

Programmed instruction through teaching machines is now being used by the Department of the Air Force for training in electronics at Keesler Air Force Base, Biloxi, Miss.

A clearinghouse for management training conducted by nonprofit, non-Government organizations has been established by the Commission's Office of Career Development. The clearinghouse includes two major activities: (1) the collection of descriptive information on management courses used by participating agencies and (2) the collection of data about participant reaction.

Supervisor training is still receiving "needs improvement" ratings from Commission inspectors in about one report out of four.

UNEMPLOYED PERSONS RETRAINING STARTS

Federal employee development officers may soon be hearing from the Department of Labor's new organization set up July 1 under the Manpower Development and Training Act. One provision of the Act authorizes the use of public agencies to develop new skills in unemployed persons through on-the-job training. Another provision of the Act provides for retraining unemployed persons, including, of course, RIF'd Federal employees. The new organization is headed by Seymour L. Wolfbein, Deputy Assistant Secretary of Labor.

—*Ross Pollock*

ADP Billboard

▶ The Department of Labor's Office of the Administrative Assistant Secretary has made preliminary investigations looking toward automating some of the Department's personnel functions on an overall agency basis, and is in the process of outlining various approaches to the problem areas, including phasing of the study. Its Data Processing Branch is keypunching vital data concerning applicants for jobs in the Department's new Office of Manpower, Automation, and Training, and is preparing listings of candidates for specific job series on a demand basis.

▶ USIA is giving serious consideration to improving systems of gathering, maintaining, and using personnel statistics on people and jobs. A task force formed for surveying this area has made staff recommendations.

▶ The recommendations contained in the HEW special study group report, "Proposed Payroll System," have been adopted. Besides the automatic preparation of accounting reports and the other features characteristic of automated payroll operations, the system provides a base for the integration of additional employee data from which statistical analyses or management information can be produced for personnel purposes such as reduction-in-force registers, rate of promotion and average time in grade, number of employees by occupational categories, and number of persons eligible for retirement.

▶ Lockheed Aircraft Corporation is one of the many industrial giants using skills inventorying systems. Its California Division at Burbank employs such a system, supported exclusively by electrical accounting machines, to locate candidates for management positions among its approximately 2,500 supervisory and nonsupervisory salaried people, excluding engineering branch personnel who are all inventoried separately.

▶ When Secretary Orville L. Freeman of the Department of Agriculture approved a 235-page Department ADP feasibility study report, he closed the switch to initiate further systems development and implementation of computer applications of areas of integrated payroll, manpower statistics and reports, and better management of human resources.

▶ Headquarters, Department of the Army, has established on a trial basis ADP systems to support career program administration in select occupational areas.

QUOTABLE:

—From the Edward R. Murrow address at the Flemming Award luncheon honoring ten outstanding young men in Government:

* * *

♦I HAVE OFTEN WONDERED what it is that makes man respond to duty. No one compels you to remain in government. You could earn far better keep in private employ. Even if you stayed in government, no one compels you to pursue excellence. You could earn what keep you have with much less time and effort on your jobs. What, then, keeps you at it?

A theologian might reply that God requires it. Thomas Hobbes would say the public requires it, or else the Leviathan will invoke punishment. The Greeks would say to do otherwise would be dishonest and below the dignity of man.

Yet I think the answer may simply be this: it is that *you* require it. You do not work as you do out of duty to state or to God or with reference to law either divine or human. This could be discharged without your last full measure of effort.

I suggest you perform as you perform because of a personal private virtue that lies in conscience. Some may say that such conscience is of private morality only. But to me the distinction between public and private morality is irrelevant to conscience.

It is a conscience perhaps best described by John Stuart Mill: "The ultimate sanction of all morality . . . is a subjective feeling in our own minds." And Mill went on to say that because we are social beings we each of us tend to feel that there should be harmony between our feelings and aims and those of our fellow-creatures.

To me this inner conscience is basic. It is the very stuff of which our way of life is made. It is others that have erected the state as a deity to worship. It is we who have enshrined in our way of life regard for the individual. To us the civic virtues are not exhausted by the virtues of citizenship. Man, too, has his place in our sun.

But we may take this matter of conscience a step further. Let us define that conscience as being a loyalty higher than to the state alone. The welfare of the state is not the sole end of man. Man's common humanity takes precedence over membership in any state. More may be required of the good *man* than of the good citizen. Or, as I remember from my school days long ago: The virtues of a saint are of a higher order than those of a patriot.

Thus it was that Socrates appealed to a loyalty higher than the state. He disobeyed the state and chose death by hemlock rather than foreswear his inner voice of conscience. And so it was that Marcus Aurelius could write: "My city and my country, so far as I am Antoninus, is Rome, but so far as I am a man it is the world."

And it is here that we are at base so very different from our adversaries. Their way of life can never allow pursuit of one's own conscience. We postulate that freedom as the base of our society: that higher than the state there is that personal morality of conscience. It is not so much that we resort to the higher morality as it is its availability to us in time of need. It is our tolerance of conscience that makes our way worth our living.

And to defend this we will give our all: our time and our temper, our future and our fortunes, and if need be, our very lives. To us this is sacred. Its compromise we shall not endure.

And there perhaps lies the reason you ten have so strived and struggled. Yours is the pursuit not of profit or of pleasure but of principle. Your purpose is yourselves and our tomorrows. Your desire is your very excellence. Your duty is the very success you have achieved. You and your agonizing for perfection represent the best that is this country. We are all in your eternal debt: this room, this government, this people, this land. Gentlemen of distinction, we commend you. ♦

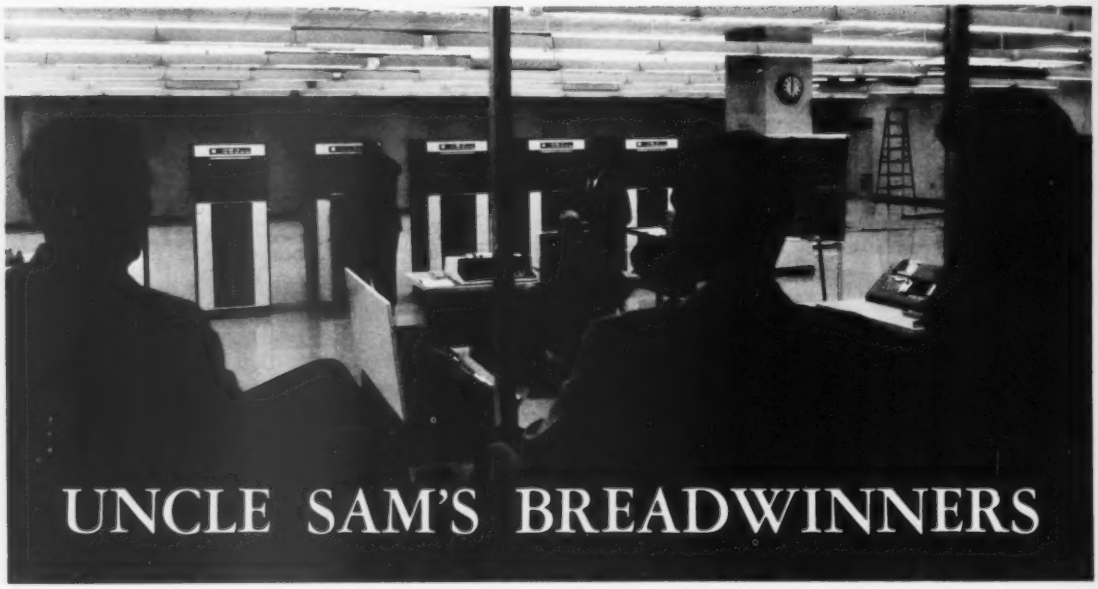
▶ A "Civilian Personnel Computer System," designed to automate all feasible aspects of routine record-keeping operations, has been proposed by an ADPS task force at the Ordnance Tank Automotive Command. The ultimate objective of the system encompasses position control operations, record-keeping aspects of the merit promotion program, board-of-examiner activities, incentive awards, and training. The first phase of the project would mechanize operations centering around the position control file, that is, processing personnel and position actions, posting revised information to the appropriate records, and producing management data and reports.

▶ A new computer configuration has been installed at CSC to meet increased data processing workloads created by the Federal personnel statistics program and other operations.

▶ Agencies are asked to continue submitting writeups of their ADP systems, plans, and other items of interest for possible use in this column. Address all items and inquiries to U.S. Civil Service Commission, Washington 25, D.C., Attention: Management Systems Division.

—Charles E. Hutcheson

Civil Servants at Work:



UNCLE SAM'S BREADWINNERS

THIS IS THE 100TH ANNIVERSARY of the Internal Revenue Service—an occasion being observed not so much by ceremony as by hard work. The centennial year marks the beginning of a new look, a "New Direction" program.

Under this far-reaching program, a nationwide electronic computer system is being installed (shown above) that will open broad new avenues for more effective tax administration and service to the public. And, during this massive retooling and changeover, IRS employees must perform "business as usual" in their gigantic task of collecting and accounting for some $95 billion a year in tax money.

THE TASK

A few figures show the size of the job: last fiscal year nearly 96 million tax returns and 350 million related documents were received and processed. Forty million refund checks were prepared and sent to taxpayers who overpaid. Three and one-half million returns were examined and two and one-half million delinquent accounts collected.

While taxes on income represent by far the greatest source, IRS employees collect a wide variety of excise and other taxes on a wide range of items: alcoholic beverages, safety deposit boxes, air conditioners, gasoline, cigars and cigarettes, furs, cosmetics, and hundreds of other products. Regulatory responsibilities accompany taxes in some instances, as in the case of alcoholic beverages, tobacco, narcotics, and certain firearms.

THE PEOPLE

What kind of people does it take to conduct such an extensive program? Practically all kinds. The 54,000 employees (less than 4,000 in Washington) represent a large number of skills in more than 100 different occupations. These include experts in forestry and engineering (who solve tax-related appraisement problems), lawyers, chemists, accountants, mathematicians, and other professionals in substantial numbers.

About 16,000 employees are engaged in general administrative, clerical, and returns-processing work ranging from typing to digital computer operations.

The largest single group of employees are the Internal Revenue Agents, numbering about 12,500. This is the professional core of the Service. To do their job of auditing returns and giving advice and assistance to the public, they must have substantial accounting or legal qualifications.

Far more than just a collection agency, Internal Revenue has a "Sunday punch" for those who would evade

CALLERS WITH PROBLEMS get lots of personal help from IRS employees who each year man the nationwide taxpayer assistance program. (*All photos from IRS.*)

FREE ENTERPRISE doesn't mean you can brew your own. Here, IRS alcohol and tobacco tax investigators put a well-hidden distillery out of business.

the tax laws of the land. The Intelligence Division and the Alcohol and Tobacco Tax Division are two of the Government's outstanding law enforcement agencies. The Special Agents and Investigators of these two organizations are responsible for bringing to justice several thousand tax defrauders each year—income tax cheats, gambling tax violators, and moonshiners. Their work often oversteps the 8-hour day, is mentally and physically exhausting, sometimes hazardous, but seldom glamorous. Their clientele ranges from the man who used his own brand of arithmetic to the front-page racketeer or major criminal. Al Capone, Waxey Gordon, and Mickey Cohen are three of the more notorious who have been jailed through their unrelenting efforts.

But, whether the employee is an Investigator lying in wait for the moonshiner to return to his still; a Special Agent testifying in court as a Government witness; a computer expert, returns-processing clerk, typist, or the Commissioner himself—each can be proud of his or her role in carrying out a blue-ribbon program without which our form of Government, internal order, and national economy could not exist.

MODERN BANK-TYPE FACILITIES help IRS field offices serve the public efficiently.

IRS FIELD OFFICE EMPLOYEES at Baltimore prepare taxpayer returns for further processing.

LEGAL DECISIONS

RESIGNATION

Paroczay v. *Hodges,* Court of Appeals, D.C., December 28, 1961. Readers of this department may recall that in a previous issue of the *Journal,* Vol. 1, No. 4, in discussing the *Popham* case we stated that no appellant had yet succeeded in convincing the courts that he was forced to resign. Paroczay may be the one who does it.

Plaintiff resigned. He then sued for reinstatement, alleging that his resignation was involuntary and the result of duress, misinformation, and misrepresentation. The district court granted the defendant's motion for summary judgment. (Summary judgment is given when there is no genuine issue of material fact and the court decides the question of law in favor of one of the parties.)

The Court of Appeals decided that plaintiff's affidavit raised an issue of fact as to the voluntariness of his resignation and sent the case back to the district court for further proceedings. The affidavit stated that plaintiff was called to the office of the Director of Personnel; that he was told that charges would be preferred against him unless he resigned immediately; that his request for a few days to think the matter over was denied; that he was told that the proceedings would be initiated immediately upon his leaving the office; and that under these circumstances he signed the resignation form.

This decision of the Court of Appeals implies that, unless the facts stated in the affidavit are controverted, plaintiff's resignation will be held to have been involuntary.

DUAL PAY

Dellinger v. *United States,* Court of Claims, May 9, 1962. This is an example of a question as to the interpretation of a statute that one would think would have been raised and settled years ago. Section 212 of the Economy Act has been on the books since 1932. It prohibits the receipt of retired pay by a commissioned officer of the Armed Forces in excess of an amount which, when combined with his annual civilian pay, exceeds $10,000 a year. The question before the court was whether "year" means calendar year, fiscal year, or employment year. The answer involved $1,553.30 of the plaintiff's money. That amount had been deducted from his retired pay because his retired pay plus his civilian pay for the period of his employment (July 11, 1957, to July 12, 1958) amounted to $11,553.30. The court decided that, in the absence of any indication to the contrary, the most reasonable resolution of the issue, and the one most in harmony with everyday experience and usage, would be to hold that "year" means "calendar year." The plaintiff got his $1,553.30.

RETIREMENT

Warner v. *United States,* Court of Claims, April 4, 1962. Exceptions to a general rule often are more interesting than cases to which the general rule is applied. This is such a case.

Plaintiff elected, upon retirement from the Foreign Service, a reduced annuity with a survivor benefit for his wife. He also elected, as is possible under the Foreign Service Retirement Act, a further reduction in his annuity so that, if his wife predeceased him, his annuity would be restored to the amount it would have been if he had not chosen the survivor annuity for his wife.

Subsequently his wife obtained an absolute divorce. The Department refused to restore his annuity to the full amount on the ground that, although the divorce terminated his wife's right to a survivor annuity, the statute provided for restoration of the full annuity only upon the death of the wife. Plaintiff then filed a petition in the Court of Claims for the amount of the full annuity. The Court allowed the claim.

The Court's opinion points out two reasons for not applying the general rule that the plain and unambiguous language of a statute is presumed to express the intent of Congress. One reason is that the application of the rule in this case would result in a forfeiture, which "the law abhors." The other is that it seemed to the Court that the purpose of the statute was to afford the participant an opportunity to avoid the usual risk inherent in joint and survivorship annuities—that is, the possibility of the survivor dying before he does—and that equating an absolute divorce with death was clearly within the spirit of the statute.

LIFE INSURANCE

Breckline v. *Metropolitan Life Insurance Co.,* Supreme Court of Pennsylvania, March 13, 1962. The court ruled that a writing designating the plaintiff as the beneficiary of an employee insured under the Federal Employees' Group Life Insurance Act was not effective because it was not received in the employing office before the death of the employee. This is contrary to the decision reached by the United States Court of Appeals for the 9th Circuit in *Austin* v. *Sears,* June 20, 1961 (*Civil Service Journal,* Vol. 2, No. 2). In the latter, a designation in a will of a beneficiary for purposes of the Life Insurance Act was held valid on the ground that the statute intended that the expressed intent of the insured should be recognized.

—John J. McCarthy

STANDARDS and TESTS

NEW PERSONNEL STANDARDS

A tentative draft of new qualification standards for Personnel Officer and Personnel Specialist is being distributed for agency comment. The proposed standards are designed to promote the best use of personnel manpower and facilitate career movement within the personnel field, and thereby provide for better staffing of the personnel function. The standards identify and highlight the special skills, knowledges, and abilities needed to do various kinds of jobs in personnel work. Under the proposed standards, a shortage of technical experience in a personnel specialty may be offset if an individual meets higher standards in the other skills, knowledges, and abilities demanded in a particular job. The standards are geared especially to noncompetitive situations.

PERSONNEL MEASUREMENT CENTER

The Test Development and Occupational Research Section, Standards Division, Bureau of Programs and Standards, has been reorganized to facilitate the conduct of fundamental research in the area of personnel measurement. It is now designated the Personnel Measurement Research and Development Center. It is expected that this reorganization will make it possible to continue the same service to current examining programs as has been given traditionally, but to relieve some staff members for uninterrupted research on basic personnel measurement problems. One of the high-priority efforts of the Center will be to establish specific goals for personnel measurement research. Along with the development of these goals, the Center, after consultation with a variety of interested parties including Federal agencies and other activities of the Commission, will prepare a schedule of significant personnel areas in which research is needed. Detailed information on this reorganization will be carried in a future issue of the *Journal*.

PROGRESS REPORT

The following new or revised position classification standards were ordered from the Government Printing Office for June distribution:

- Fishery Biologist (Interior)
- Tax Technician (Treasury, IRS)
- Land Law Examiner (Interior)
- Visual Information Specialist and Officer.

The following qualification standards were printed for March–April–May distribution. The ones marked with an asterisk are wage-board or single-agency standards and were distributed selectively. The others appear in Handbook X–118, "Qualification Standards for Classification Act Positions":

- Historian
- Accountant
- Medical Officer
- Engineer
- Illustrator
- Museum Curator
- Engineering Psychologist
- Fishery Biologist
- Wildlife Biologist
- Printing Officer
- Cartographer
- Publications Supply Officer or Specialist
- Tax Technician (Treasury, IRS)*
- Pesticide Inspector*
- Clerk (various positions)
- Office Machine Operator (various positions)
- Statistician (alternate standard)
- Information Clerk and Aid
- Speech Pathologist and Audiologist (VA)*
- Visual Information Specialist and Officer
- Farm Management Supervisor/Officer (Agriculture)*
- All Air Force trades and industrial positions at the beginning levels*
- Eight standards covering a variety of positions in Post Office Department Regional Offices.*

Tentative drafts of classification or qualification standards are now or soon will be circulated for comment for the following positions:

- Personnel Officer and Specialist (qualification standards only)
- Nautical Science Specialist
- Employee Management Relations Specialist
- Entomologist
- Electronic Technician
- Construction Examiner
- Information Clerk and Aid
- Traffic Control Positions (series definitions and qualification standards to replace present traffic control series GS–2151)
- Medical Record Librarian.

Employment Focus

NEW VETERANS SURVEY

An increase in the number and proportion of veterans working for the Federal Government is shown by a recent Civil Service Commission study, the first to collect veteran-status statistics in several years.

In December 1945, veterans employed by the Federal Government in the continental United States numbered 558,762 or 23 percent of total Federal employment in that area. In December 1961, they had increased to 1,208,840, or 54 percent, while worldwide they numbered 1,248,280, or 51 percent of the total.

VETERAN EMPLOYMENT FLUCTUATES

The trend of veteran employment was not upward in every survey—in December 1952, at the height of the Korean campaign, Federal employment was 2,559,820 and veteran preference was reported for 1,165,382 persons. The years following the close of the Korean campaign saw Federal employment and the number of employees with veteran preference decrease. In 1953 both veterans and nonveterans decreased; in 1954 nonveterans showed a small increase despite a further decline in veterans. Not until December 1956 were more employees reported with veteran preference than without preference. This relationship has continued in the surveys made since then. Comparable statistics on the geographic distribution of employees with veteran preference have been available only since 1954. The following analysis compares the new survey with 1954.

Worldwide, the proportion of employees with veteran preference increased from 47 percent in 1954 to 51 percent in 1961. The 1,248,280 reported with preference in 1961 was an increase of 144,865 persons or 13 percent since 1954. Nonveterans had decreased almost 5 percent during the same period to 1,182,297 in 1961.

The changes in employment were quite different for different groups. The number of men employed in 1961 was only 2 percent higher than in 1954 but the number of women employed was up by more than 8 percent. Women comprised 23 percent of the total in 1954; they were 24 percent of all employees in 1961. Although the net change for all men was only about 40,000 employees, veterans had increased by 147,000 and nonveterans had decreased by 106,000. These changes were a 14 percent increase in the former group and a 14 percent decrease in the latter.

Among the 593,579 women reported, a 45,000 increase in the total reflected an increase of 47,700 or almost 10 percent among women without preference while the number with preference dropped 2,700 or nearly 6 percent. Almost 2,000 of the decrease occurred among the wives and mothers of veterans who derive their preference from the military service of disabled husbands, sons, or daughters who are themselves unable to qualify for civil service appointment and the widows and widowed mothers of deceased veterans. Ex-servicewomen with service-connected disabilities increased by almost 100 while those without disabilities decreased by 800.

Among the 1,204,116 men veterans reported in 1961 were 212,845 disabled veterans, an increase of 30 percent over the number in 1954. Other veterans had also increased, but the rate of increase was smaller, 11 percent. A total of 991,271 nondisabled veterans was reported in 1961.

Except in the Washington, D.C., metropolitan area, the proportion of veterans increased in each of the broad areas for which comparison is available. For the United States as a whole, only a little more than half had preference in 1954; by 1961 the proportion had increased to 54 percent. Despite the increase in total employment, there are fewer nonveterans on the rolls now than in 1954. The proportion of men with preference increased from 63 percent in 1954 to 69 percent in 1961 while the proportion of women with preference dropped from 9 percent to 8 percent.

In the Washington, D.C., metropolitan area the proportion of veterans remained unchanged at 39 percent despite a 7.4 percent increase in total employment. The proportion of all women employed there dropped from 42 percent of the total in 1954 to 40 percent in 1961.

VETERAN EMPLOYMENT IN THE STATES

Since 1954, total Federal employment and the employment of veterans have both increased in many States. In the following nine States the number of employees with veteran preference has increased despite decreases in total Federal employment: Illinois, Iowa, Kansas, Kentucky, New York, Ohio, Pennsylvania, Rhode Island, and Virginia. In eight other States, Arkansas, Indiana, Nebraska, Tennessee, Vermont, Washington, West Virginia, and Wyoming, the number of veterans as well as the total number of employees has declined. Most of the States with fewer Federal employees in 1961 were in the central and northeastern part of the country. Washington was the only far western State to record a decline. Southwestern, southern, and southeastern States all showed increases as did most of the States along the Canadian border. Comparison is not possible for the new States of Alaska and Hawaii because separate 1954 data are not available for those areas.

In every other State the proportion of men employees who have veteran preference has increased; the proportion of women with preference has either remained unchanged or decreased.

—Flora M. Nicholson

RECRUITERS ROUNDUP

AS OTHERS SEE US

All of us are aware that our image on the campus has much to do with the success we achieve in our college recruiting efforts. A recent study conducted by the Placement Center of the University of Houston is quite revealing, and should provide some food for thought for those of us who do this type of recruiting. Not only are we as recruiters discussed, but also the organizations we represent.

The purpose of the survey is explained in the comments that follow from the University's Placement Center Director, Miss Lou Russell. Although business and industry are mentioned throughout, the survey includes Federal activities.

Here, with Miss Russell's permission, are portions of her comments and other information drawn from the survey report.

* * * * *

Early this spring, 130 placement directors nationwide were asked through a questionnaire to offer suggestions for the improvement of the entire college recruitment program from the standpoint of the company and the company recruiter. The purpose of this study was to obtain practical problems to be presented for study at the second annual Recruiters' Workshop to be held at the University of Houston May 3. The replies from this study were more complete and more enthusiastic than from any study which we have ever attempted. Over 75 percent of the placement officials responded, and their suggestions evidenced much work and thought, as well as a desire to contribute something constructive.

These are a few conclusions to be noted:

• Almost universally the placement officials paid tribute to the progress made by companies in their recruiting programs during the last several years. They were not only appreciative of but grateful for the professional job done by many business and industrial organizations. In fact, it must be noted here that the majority of their comments were prefaced by favorable remarks, and their suggestions for improvement were given in a most constructive and friendly tone.

• The age-old problem of communications loomed up throughout the study. No particularly new criticisms or suggestions came forth. Most of these comments were similar to those hashed over and over at the various placement conferences. The strong emphasis again was placed on the weakness in followup policies.

• Out of the study did loom, though, a different criticism: the need for better selection and training of company recruiters. This factor completely dominated the survey, and, as one official stated, "Companies seem unaware of the fact that the men representing them are almost solely responsible for the image of the company created on a campus."

• In relation to the above, specific reference was made over and over to the young novice whose cockiness and lack of finesse in handling campus contacts made him rather obnoxious and also to the "old-timer" who has long lost the "lure for the chase."

• The training of the recruiter is, according to these officials, the sole responsibility of management. In no case did they suggest a "packaged course" as the means for turning out a perfect recruiter. A strong "in-service" training program within the company seemed to be the answer, although, of course, outside help could augment this training.

• Placement people expressed strong doubt that top management was either recognizing the proper importance of its entire college relations program or that it was according recruiters proper company stature. In the past, placement people have modestly admitted that company officials could assist their program more by passing on constructive remarks to the proper administrators of the college. "Now it seems," says one participant, "that placement officers may be remiss in not writing top management of business and industry regarding the excellent work done by the recruiters on the campus."

• Since many companies have resorted to a coordinated-decentralized plan of recruitment, much apprehension was revealed regarding the chaotic condition created by this policy, especially when this coordination was too loosely handled by the company headquarters.

* * * * *

The most prevalent "recruiter weaknesses" identified by the survey were:

—personality and attitudes not conducive to recruiting
—poor techniques in handling campus schedules
—poor public relations tactics.

The most prevalent "company weaknesses" were:

—failure to furnish proper information for screening and counseling
—poor or no followup
—poor selection and training of recruiters
—not enough long-range planning.

—Robert F. Mello, Director
College Relations and Recruitment

SHELF-HELP

THE GOVERNMENT BOOKSHELF

These selected publications are available for review in the Commission's library, and in many cases may be obtained from the publishing organization or the Government Printing Office.

Graduate Study in Public Administration, Ward Stewart, Office of Education, 1961. 158 pp.

This definitive catalogue provides a central source of comprehensive current information on graduate study in public administration in the United States. It covers 83 institutions offering 145 graduate programs, or literally every graduate degree granting program in public administration in the United States (including Alaska, Hawaii and Puerto Rico). For agencies planning "outside" training, it is a must, and to the individual contemplating self-development, it is an invaluable resource.

University-Federal Agency Conference on Career Development, U.S. Civil Service Commission. 117 pp. (Limited edition.)

The Princeton Conference (Nov. 2–4, 1961), of which this publication is a summary report, was a milestone in the relationship between the Federal Government and the academic community. As Chairman Macy has pointed out, the Conference triggered much post-conference activity, evidenced by the fact that a similar conference was held in Berkeley, Calif., in May. The Conference report has wider implications than just a discussion of the prospects for a Staff College or what courses the Government employee should follow for his career development—the working papers themselves provide a valuable addition to the literature. They were supplied the participants before the Conference and are reproduced in the Conference report.

Current Projects on Economic and Social Implications of Science and Technology, National Science Foundation, 1961. 116 pp.

This directory of current projects sponsored by the National Science Foundation is a gold mine of management and administrative research, covering the widest possible range of topics that are susceptible to the impact of new developments in science and technology. It is difficult to pinpoint an item of management interest that does not have its companion research project. Such projects include "Creative Management," "Technological Changes and Administrative Processes," "Adaptive Organization," and all phases of the automation impact, to highlight a few.

Organization and Management in the Forest Service, U.S. Department of Agriculture, 1962. 84 pp.

The Forest Service has been noted for the use of sound management principles for many years. In 1932 E. W. Loveridge authored a pioneer text on "Job Load Analysis and Planning of Executive Work in National Forest Administration." This was but the forerunner of similar studies that have kept management activity of the Forest Service at a high level.

In the current publication, Forest Service provides a summary statement that distills the highlights of their management program. Although intended to give Forest Service employees a broad overall look at the management processes of the Service, it has the added utility of being a fundamental text in the elements of good management and a reliable aid to managers in any work situation.

NASA PERT, Program Evaluation and Review Techniques, National Aeronautics and Space Administration, 1961. 54 pp.

In their Program Evaluation and Review Technique Handbook, NASA has given us a system for project planning evaluation and control, which, adapted from the well established Navy PERT system, is applicable to many management situations. As the handbook carefully points out, this is not "management by computer," and it has limitations. However, its virtues are many and it is worth studying for possible use in other situations.

Automatic Data Processing: Policies and Feasibility Studies, Post Office Department, 1962. 32 pp.

This Post Office Department handbook prescribes principles and guidelines for conducting necessary studies prior to the acquisition of ADP equipment. It serves as a guide in making feasibility studies of ADP application and in establishing criteria for evaluating installed systems.

Guide for the Analysis and Improvement of Data Processing, Department of Health, Education, and Welfare, 1961. 56 pp.

This guide is intended to serve as a general standard for the conduct of analysis and improvement of data

processing. It is designed both for the administrator and the analyst. With so much attention being given to improvements expected from the introduction of ADP in any large records operation, here is a guide which looks ahead to refining and improving the processing. It should be of interest and applicable outside HEW.

Management Improvement in the Executive Branch (a Progress Report), Bureau of the Budget, 1961. 52 pp.

For the manager who wants to know what has been happening during the last decade in management improvement, here is the answer. The Bureau of the Budget's brief pamphlet reports on the work of a survey team that examined the management practices of some 25 agencies and conducted interviews with about 900 management officials. The survey found some 800 significant accomplishments in improved management, some of them constituting real breakthroughs involving meaningful savings. Although the publication is not a detailed inventory of everything the survey revealed, it nevertheless represents a real challenge to the manager who does not fear to improvise or change the way things have always been done.

Handbook for Management Analysts, Veterans Administration, 1961. 21 pp.

Here is a handbook not only for management analysts but for managers in general who want to keep up a running evaluation of their operations. Throughout the handbook the emphasis is on work improvement, and the section on "Application of the Management Analyst's Knowledge and Skills to the Work Situation" is especially helpful.

Personnel Bibliography Series 4 and 5, Civil Service Commission, 1961.

The Commission's library continues the Personnel Bibliography series with two well balanced and comprehensive listings in the field of executive development. Series 4 is devoted to "Planning Administration and Evaluation of Executive Development Programs," and Series 5 to "Executive Development Methods." These are indispensable aids to the development of personnel.

The Federal Civil Service—History, Organization, and Activities, Personnel Bibliography Series 6, Civil Service Commission, 1962.

Prior to this publication by the Commission's library, no comprehensive bibliography of materials on the Federal civil service had been attempted. This landmark issuance is intended to meet current and future demands by research workers and Government personnel.

—Franklin G. Connor

BOOK—

(continued from page 1.)

Perhaps I should have been relieved at this solution, but actually I was more frustrated and discouraged than relieved. I knew that this administrator had been told that a program was being delayed because of complications in filling their jobs through the merit-system procedures, and while I don't know what reasons were finally given him for the program delay, I am afraid that the picture of a bumbling civil-service process was not wholly erased. I can't say where the fault lay in this case, but somehow the personnel process failed that administrator. It failed in its high mission to advance a program.

In another case recently a high-level representative of one of Washington's departments came rushing over to our Examining Review Board one afternoon with a competitive service supergrade case involving recruitment from outside the service. He was practically breathless, and wanted to sit and regain his breath while someone got out a rubber stamp and approved the action so that he could carry it back with him. When he was advised that we always conducted a qualifications investigation in such cases, he was both surprised and shocked. He said, "But the Boss wants to announce this appointment this afternoon!"

When the appropriate instructions, *with which he should have been familiar*, were cited to him, his answer was, "Well, I'm afraid the Boss will call the Chairman of the Civil Service Commission."

But this is not the end of the story. The staff work was inadequate. The employment history presented for the candidate was incomplete. In order to process the case we had to have more information—all required by the appropriate instruction.

Why is this case important? For three reasons:

(1) The case took longer to process than should have been necessary.

(2) The director of personnel in the department could have been badly embarrassed.

(3) A top executive may have been led to believe that the competitive civil-service procedures were to blame—that civil-service red tape was the cause of the problem.

Repeated cases like the foregoing have convinced me that the Federal personnel function is badly in need of more real professionals—professionals in the sense that they know their business, are fully informed, and have real competence in the use of the tools of their trade.

Our position at the Commission places us in daily contact with representatives of all segments of our society interested in Federal employment. And, quite naturally, we are contacted directly and often by agency top management or program managers in addition to representatives of the personnel offices.

Since we know how hard the personnel offices are working in the interest of their agency programs, it is

a source of real concern to us to hear, as we do with considerable frequency, that the personnel office is frequently held in something less than the highest esteem by the top executives of an agency. Much attention is given these days to our concern for the image of the Federal service in the minds of the general public, but it seems to me that the image the average Federal manager has of his personnel office or personnel officer is also a matter of real concern. If there is reason to believe that the image is not as we should like it, we should make a determined effort to find causes and cures.

If I were to attempt to isolate one single weakness that is evident today, I think it would be this: *The personnel technician of the present day does not spend enough time with the book.*

Maybe we have too many generalists and not enough technicians. There is nothing that will take the place of a thorough knowledge of the rules, the regulations, the processes, or the procedures by which we have to live. I am afraid it may have become somewhat old-fashioned to be an expert on the regulations. Too often I hear the expression used in describing an employee, "He is a fine technician, but . . ." I submit that there can be no higher calling than to be a fine technician, and we need many more of them. Too many people rely on somebody else to know the Federal Personnel Manual—the handbook of the trade.

I am afraid that many a personnel man today is acquiring a "can't do" reputation simply because he does not know how to do, or because he thinks he knows when he does not.

Our experiences lead us to the following questions: Does the average personnel technician of today know the Civil Service law? Does he know the basic merit principles on which the competitive examining system is based? Does he know the Veterans Preference law and what it requires—for example, does he know why positive education requirements are not in the standards for most jobs? Does he know why there are no maximum age limits? Does he know and understand selective certification? Certainly he knows the *terms;* but can he approach his problems with the maturity and confidence that come only from the depth of knowledge that makes him the true professional in his field?

I have gained the impression that in many instances, because he does not understand, he encourages the harassed executive to believe that failure to accomplish his objective is due to a bundle of complicated procedures that have frustration rather than progress as their objective. The fact is that the civil-service system has been made far less rigid than it was in the days of the chief clerk—but no program objectives are served by the personnel man who tries to sidestep the system simply because he does not know what it permits, and even helps, him to do.

There are many fine, competent technicians in this business, and they are the ones who get their job done with the least pain and operate with the greatest respect in their agencies. But there are many who do not.

What is the answer? It's *training*—training designed to improve the technical competence of the individual staff workers, so that they know what to do and how to do it. Better on-the-job supervision will help, and for this there can be no classroom substitute.

Fundamental to solution of the problem, certainly, is an understanding of philosophies underlying our basic policies. The procedures will not make sense to anyone who does not understand their basis in law or regulation. The law or regulation will not make sense to anyone who does not understand the public attitude in which it was nurtured.

The merit principle represents an ideal worth fighting for. It offers the best hope for good government. The main vehicle for its achievement is the competitive examining process. It is the responsibility of the personnel function to provide the necessary competence to carry out the process. It is fundamental to full achievement of the ideal that all personnel technicians know and understand the process—interpret it to operating executives, employees, and the public—and make full use of it in the public interest.

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resources can be applied to long-range research programs; and better technical support can be given to improve current examining and standards programs.

MID-CAREER TRAINING: Princeton University's Woodrow Wilson School of Public and International Affairs will begin a mid-career training program for Federal officials in September. Essential features of the program include seminars, policy conferences, and research projects designed to further the development of mid-career officials for public service by relating the employee's own function to the whole government and to the society and the economy he serves. The school received an anonymous gift of $35 million last August which is being used "to establish professional education for the public service at a level of excellence comparable to the country's best schools of medicine and law." Federal officials accepted for the mid-career program will be designated Princeton Fellows in Public Affairs. They will receive $1,450 for full tuition and a relocation allowance to cover the costs of moving to Princeton and back, and under the Federal Employees Training Act of 1958 they may receive their current salary for the 9 months they will remain in residence.

OFF THE PRESSES: A pamphlet, "Full Partnership of Women in Our Democracy," has been published by the President's Commission on the Status of Women, Washington 25, D.C. . . . In an article in the June 2, 1962, issue of the Saturday Evening Post, entitled "Help Wanted in Washington," Don Oberdorfer describes Government's difficulty in attracting top talent for key jobs.

SICK LEAVE: CSC is making a comprehensive study to determine how Federal employees use their sick leave. The study involves four approaches: Sick leave records of all June retirees are being analyzed; the chairmen of 10 Federal Executive Boards are reporting on employee sick leave absences in cities which have heavy concentration of Federal activity; a statistical sampling of the records of 20,000 employees is being taken; and a library review of the sick leave systems used by private business and other public jurisdictions is being made. The study will provide data needed for evaluation of the leave system that has been in effect for 10 years, and will be helpful to the Commission in commenting on legislative proposals.

VISITOR BUSINESS FLOURISHES: The number of foreign officials visiting the Civil Service Commission to learn about personnel administration practices has increased for the twelfth straight year. Last year 382 representatives of 51 countries spent an average of one month each studying CSC's organization and activities, representing a 12 percent gain over 1960 when 343 officials were registered. By contrast, in 1951 only 30 visitors were assisted. During the first three months of 1962, the 80 foreign officials visiting CSC represented an 80 percent increase over a like period in 1961. Among last year's prominent visitors were the Chairman of the Thailand Civil Service Commission; Jordan's Assistant Under Secretary of the Civil Service Department; Malaya's Head of Civil Service; India's Director of the Indian Institute on Public Administration; Colombia's President of the National Civil Service Commission; and Laos' Secretary-in-Charge of Administration, Ministry of Interior. The foreign visitor program is directed by J. Douglas Hoff.

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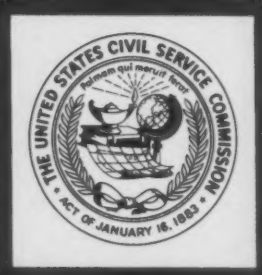
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